Surrey Policing Transition

Report of the Provincial Municipal Policing Transition Study Committee

December 2019

Acronyms

ADM	Assistant Deputy Minister
AED	Automated External Defibrillator
BCPA	British Columbia Police Association
BCAMCP	British Columbia Association of Municipal Chiefs of Police
CAD	Computer Aided Dispatch
CASL	Canadian Anti-Spam Legislation
CCRTIS	Canadian Criminal Real Time Identification Services
CEW	Conducted Energy Weapon
CFSEU-BC	Combined Forces Special Enforcement Unit of British Columbia
CJIMS	Criminal Justice Information Management System
CPIC	Canadian Police Information Centre
CPC	Canadian Police College (Ottawa)
CPKN	Canadian Police Knowledge Network
CRIME	Consolidated Records Intelligence Mining Environment
CSP	Community Safety Personnel
CTA	Community Tripartite Agreement
CUPE	Canadian Union of Public Employees
DCC	Deputy Chief Constable
DTA	Duty to Accommodate
E-Comm	Emergency Communications for BC Inc.
EMBC	Emergency Management British Columbia
FIPPA	Freedom of Information and Protection of Privacy Act
FTE	Full Time Equivalent
GD	General Duty

GRTW	Graduate Return to Work
HRIS	Human Resource Information Systems
IFCT	Integrated File Continuity Team
IHIT	Integrated Homicide Investigation Team
IIO	Independent Investigations Office of BC
IM/IT	Information Management / Information Technology
ITSC	Information Technology Sub-Committee (of NPIS-AB)
ITSG-33	IT Security Risk Management: A Lifecycle Approach
JIBC	Justice Institute of British Columbia
JUSTIN	Justice Information Network
LGCMC	Local Government Contract Management Committee
MDT	Mobile Data Terminal
MNI	Master Name Index
MCM	Major Case Management
MOU	Memorandum of Understanding
MPP	Municipal Pension Plan
MPSA	Municipal Police Services Agreement
MPSSG	Ministry of Public Safety and Solicitor General
MPUA	Municipal Police Unit Agreement
NCACR	Net Connection Authorization Change Request
NCO	Non-Commissioned Officer
NPIS	National Police Information System
NPIS-AB	National Police Information System Advisory Board
NPS	National Police Service
NPSNet	National Police Services Network

NSOR	National Sex Offender Registry
OCC	Operations Communications Centre
OIC	Officer in Charge (of a detachment of the RCMP)
PBL	Provincial Business Line
PEO	Previously Experienced Officer
PIA	Privacy Impact Assessment
PIP	Police Information Portal
PIPA	Personal Information Protection Act
PMPTSC	Provincial Municipal Policing Transition Study Committee
POPAT	Peace Officer Physical Ability Test
PPSA	Provincial Police Service Agreement
PRIME-BC	Police Records Information Management Environment of BC
PRTC	Pacific Region Training Centre
PSAP	Public Safety Answer Point
PSC	Police Sector Council
PSS	Public Safety Strategy
PTA	Pension Transfer Agreement
RCMP	Royal Canadian Mounted Police
RFEOI	Request for Expression of Interest
RFP	Request for Proposal
RFQ	Request for Quotation
RMS	Records Management System
SAN	Storage Area Network
SFS	Surrey Fire Service
SLA	Service Level Agreement

SOP	Standard Operating Procedure
SPD	Surrey Police Department
SPU	Surrey Police Union
SUI	Still Under Investigation
SWAT	Special Weapons and Tactics
TRU	Transitional Recruiting Unit
TTC	Tactical Training Centre
UBCM	Union of British Columbia Municipalities
ULQA	Unit Level Quality Assurance
VICLAS	Violent Crime Linkage Analysis System
VOIP	Voice Over Internet Protocol
VPD	Vancouver Police Department

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Glossary

Act	Refers to the Police Act [RSBC 1996] unless otherwise stated.
Agreement in Principle	Refers to a situation where two or more parties state their intent to come to agreement on specific aspects of a shared endeavour and begin to work towards that goal. At the point of an Agreement in Principle there may be no legal document governing the agreement, but an Agreement in Principle will likely lead to formalization through a legal document (e.g., Memorandum of Understanding).
Annex "A" (MPSA) and/or the Annex	Schedule of personnel resources assigned to the RCMP municipal police service. For the purposes of the report, the reduction of the Annex refers to the process laid out in the MPSA whereby the RCMP would reduce the number of members and officers assigned to municipal policing responsibilities for Surrey once the Province provides notice to the Government of Canada.
Applicant	Refers to an individual who is applying for either civilian or sworn positions being recruited by the department.
Assist	Refers to a designation within the PRIME-BC environment where multiple police agencies can have access to an investigative file. The designated agency having jurisdiction is responsible for the conduct of the file, but other agencies can be tagged in PRIME-BC with "Assist" status. This is important for file continuity purposes.
Board	Refers to the Surrey Police Board (unless otherwise stated) duly authorized by the Minister of Public Safety and Solicitor General and established by Order-in-Council of the Lieutenant Governor for British Columbia.
Chief Constable	Refers to individual appointed by the police board to lead a municipal police department. This individual is the senior ranking officer for the department and manages an executive team that includes Deputy Chief Constables.

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City	In lower case "city" refers to the municipality of Surrey, in upper case "City" or "City of Surrey" refers to the municipal government organization that serves the municipality.
Civilian	Refers to employees of a department who do not hold the duties and powers of a sworn member or officer but support the delivery of policing operations and administration. Civilians may or may not be members of a union.
Cohort	A group of people with a shared characteristic. In this context, recruits new to policing who require training are moved through the JIBC Police Academy in a consistent cohort.
Collective Agreement	Refers to a legal document that governs the employment relationship between the bargaining agent or union representing unionized employees and the employer. Usually outlines terms and conditions of employment.
Committee	Refers to the Provincial Municipal Policing Transition Study Committee (PMPTSC) unless otherwise stated.
Conduct of a file	Refers to the process by which the designated police agency having jurisdictional authority over an investigative file is responsible for (and assumes the associated liabilities of) the file as the lead authority for the investigation. In the course of conducting a file the agency creates records and files in PRIME-BC and in other IM/IT systems and in offline files (i.e., paper files) that assist with the conduct of the file.
Council	Refers to the duly elected and inaugurated City Council for the City of Surrey with powers under the Community Charter and the Local Government Act.
CUPE Local 402	The Canadian Union of Public Employees. The City of Surrey civilian workers union – representing Public Workers in the Fraser Valley since 1947.
Department	Refers to the Surrey Police Department (SPD) unless otherwise stated.

Director of Police Services	Refers to the individual designated by statute to superintend policing in BC based on statutory authorities set out in the Police Act.
E-Division or the "RCMP E-Division"	Refers to the Provincial Police Service including the headquarters, divisional administration of the RCMP in BC. E-Division provides policing and support under the Municipal Police Service Agreement and contracted under Municipal Police Unit Agreements with various municipalities to deliver provincial and municipal policing services.
Employee	May refer to either sworn or civilian individuals who are employed by the SPD.
Exempt	Refers to sworn members and/or officers who are not members of a union.
Funded Strength	Refers to the total number of sworn officers and members that are funded by the municipality to police a city. It does not include unfunded vacancies a department may carry on its books for administrative purposes.
General Duty	Refers to sworn members assigned to general operational patrol duties who may or may not carry investigative files.
General Occurrence	Also known as a "GO" or Incident Report, refers to the primary method used to relay and record the results of all police investigations.
Group 5 Application	Option in the Municipal Pension Plan established to provide enhanced benefits for police officers and fire fighters.
Investigative File Continuity	Seamless transition of active case files from one agency to another.
Integrated Command Structure	Refers to the proposed approach to manage operational oversight and authority for policing in Surrey during a phased integrated transition period.

under the governance of the Surrey Police Board.

Integrated Transition Model	Refers to a proposed approach for the policing transition outlined in Chapter 2 whereby, under a multi-lateral Memorandum of Understanding, police services are delivered in partnership with the RCMP and other key organizations as the city transitions to the SPD.
Letter of Understanding	A document that may be amended to a collective agreement governing unionized employees. It usually sets out time-limited exemptions or additional terms and conditions which relate to the collective agreement to which they are amended.
Member	Refers to those positions that are sworn peace officers who are defined in section 2 of the Criminal Code (and either appointed pursuant to the RCMP Act or the Police Act). Typically, those positions which in the performance of their duties carry a firearm, have arrest power and have a badge and are at or below the rank of commissioned officer. May refer to a member of the RCMP or the SPD, or another municipal department. For the purposes of the report, civilian members will be described as civilian employees.
Memorandum of Understanding	A type of agreement between two or more parties that outlines agreed objectives and purpose for collaboration or shared endeavour and specifies specific roles and responsibilities for each party. A form of legal agreement.
Minister	Refers to the Minister of Public Safety and Solicitor General for British Columbia unless otherwise stated.
National Police Service	The RCMP is the steward of a cluster of programs known as the National Police Service (NPS). They include, but are not limited to, the Canadian Police Information Centre, Criminal Intelligence Service Canada, Canadian Firearms Program and Forensic Laboratory Services. The NPS has an Advisory Committee made up of senior policing officials from within the police community representing provinces and territories.

Officer	Refers to those positions which have the same authorities and duties as members (above) but hold a rank of higher than a non-commissioned officer (e.g., Inspector).
Province	Refers to the Province of British Columbia (BC) unless otherwise stated.
Public Safety Canada	A federal agency created in 2003 to ensure coordination across all federal departments and agencies responsible for national security and the safety of Canadians. Public Safety Canada works with five agencies and three review bodies, united in a single portfolio and all reporting to the Federal Minister of Public Safety.
Recruit	Refers to an individual who is new to policing who must complete mandatory training before becoming a sworn member.
Risk	Refers to an outcome that may occur if action is not taken to mitigate or eliminate the potential outcome.
Shared Services Canada	A national service provider that delivers digital (IM/IT) services to Government of Canada organizations.
Still Under Investigation	Also known as SUI, refers to investigative files that are not yet concluded and are being reviewed or actively worked on by a sworn member or officer.
Sworn	Refers to those who are appointed as police officers under the RCMP Act or BC Police Act and who are peace officers as set out in s. 2 of the Criminal Code. Sworn members have the authority in the performance of their duties to carry a firearm, make arrests, use force, and are issued a badge. Sworn individuals may be members or officers.
Two Member Cars	Refers to a deployment model where general duty patrol is completed with two sworn members/officers in each vehicle rather than one. The SPD deployment model requires 60% of patrol vehicles deployed with two members.

| Union-exempt | Refers to civilian employees who are not members of a union and are therefore not subject to collective agreement terms and conditions of employment. |

EXECUTIVE SUMMARY

This report has been prepared by the Provincial Municipal Policing Transition Study Committee building on information in the Surrey Police Transition Plan (Appendix I) and other data provided by the City of Surrey, the RCMP and the Province of BC. It summarizes the study completed of key issues related to the transition of policing responsibilities in Surrey from the current model under the Municipal Police Unit Agreement (MPUA) with contracted policing services from the Royal Canadian Mounted Police (RCMP), to a new municipal police department – Surrey Police Department (SPD).

This study was completed under the direction of the Director of Police Services in British Columbia to inform the recommendations to the Minister of Public Safety and Solicitor General regarding the establishment of the new Department. The Committee was given a specific mandate (outlined in Chapter 1) to study six major issues related to the policing transition that included:

1. Pensions and Collective Agreements (Chapter 4);

2. Recruitment (Chapter 5);

3. Training (Chapter 6);

4. Information Management and Information Technology (Chapter 7);

5. Investigative File Continuity (Chapter 8); and

6. Business Impacts (Chapter 9).

Other issues related to the establishment and operation of the Department were outside the scope of this report but in some cases are noted in this report for context and clarification purposes.

In Chapter 1 the Committee provides a summary of the context in which Surrey has made the decision to transition to a municipal police department. In addition, detail is provided on the role of police boards in providing governance and accountability mechanisms for municipal police departments. Chapter 1 also outlines how the City of Surrey has identified its capacity, resources and ability to implement the policing transition. This section also highlights the distinguished and honourable service provided by the RCMP to Surrey since 1951.

The report summarizes the issues studied by the Committee in each of these key areas and provides commentary on the steps necessary to ensure the policing transition is orderly and completed effectively and efficiently with due regard for the importance of maintaining public safety throughout the process.

In the absence of full information or the ability to predict every possible contingency that may arise during the transition, key assumptions must be made. As such, each chapter includes a section summarizing the key assumptions related to that area of study.

The Committee notes that while these assumptions are not without risk, the proposed Board and the Integrated Command Structure provide mechanisms to respond to any issues that may alter the assumptions on which the proposed model is based. As more information is available (e.g., number of individuals seeking to join the Department) more certainty can be provided for planning by the Board and Chief Constable.

Phased Integrated Transition Model

The Committee believes that the method by which public safety is best maintained during the transition is the implementation of the proposed phased Integrated Transition Model in collaboration with the RCMP and other levels of government.

This model includes the establishment of an Integrated Command Structure

The Integrated Command Structure would work under governance provided by the Surrey Police Board

Agreements with other key stakeholders and partners may also be required to support the proposed Integrated Transition Model.

The Committee notes that the proposed model relies heavily on a collaborative approach between the SPD and the RCMP. The Committee anticipates that both parties will find mutual benefit in this approach in that it will facilitate the transition to the SPD while ensuring continuity in the delivery of policing services to the community.

The timelines set out in this report are based on available information and are subject to change by the Board and the Chief Constable. The Integrated Transition Model is outlined in detail in Chapter 2 and would be implemented

This chapter explains how such a model would work, and the specific benefits of this approach for Surrey citizens and for all relevant stakeholders. The proposed model enables a progressive scale up of the new Department while maintaining a fully funded police service :
                                                                              sworn members and officers
proposed for the SPD in its first year of operation.

The Committee notes that an amendment to the MPSA, or new legal agreements between the Province and the Federal Government and the RCMP may be required to facilitate the proposed Integrated Transition Model.

The description of the proposed model outlines how the fully funded strength of the SPD would be ensured by having
deployed under the Integrated Command Structure for a period of time. Details of this would be worked out by the
              and in consideration of the organizational requirements of   the SPD.

The proposed Integrated Transition Model calls for all of the officers who are deployed on the transition date to be experienced officers who are currently serving in other police services, including the RCMP.   New recruits would compose no more than   when the Department is fully operational in year one and the model projects that these recruits would be progressively integrated into the Department in

Surrey has confirmed it will maintain its current commitments to support the RCMP Lower Mainland District Integrated Teams and therefore there will be no disruption in this regard. The maintenance of integrated teams is an example of how the proposed model will ensure collaboration and integration are the cornerstones of the transition to the new Department.

The Committee notes that the model outlined in Chapter 2 must be flexible to accommodate input from the Board and the Chief Constable once they are in place. The figures set out in this and other sections are all subject to modification once the Board is approved and the Chief Constable and their executive have an opportunity to determine and finalize the specifics of the model. As previously noted, this will also require the collaboration of the Board and the Chief Constable, the RCMP and other levels of government to determine and finalize the specific figures and timelines proposed in this report.

The proposed Integrated Transition Model mitigates risk in every area of study that was within the mandate of the Committee. It empowers the Integrated Command Structure and the Board to implement the transition to the new Department consistent with their statutory authorities and provides flexibility for them to respond as required to changing conditions, challenges or delays.

Managing Risk

Although the proposed model is ambitious, it can be successfully implemented if the assumptions outlined in the report are able to be confirmed. Each chapter contains a list of the key assumptions that underpin each issue and also ranks their potential impact if not correct as high, medium and low. Chapter 3 also provides detail on the enterprise risk management model that the Board will review and approve as part of the Surrey Police Board Manual which will guide their approach to risk management.

The Committee notes, however, that managing the operational and implementation risks associated with the establishment of the SPD is the responsibility of the Board and is outside the scope of the Committee. Risks identified by the Committee are noted in this chapter to assist the Board. Many of the key risks to the proposed approach are external to the transition project itself and relate to decisions and actions that must be taken by other parties and stakeholders.

The discussion of risk in Chapter 3 outlines how risk will be managed by the Board and the Chief Constable and identifies a number of key risks that must be addressed early in the transition. As noted, the phased Integrated Transition Model also provides flexibility for the Board and Chief Constable to mitigate risk across all review areas. Budget numbers provided by the City of Surrey are provided for context only and have not been studied by the Committee.

Pensions and Collective Agreements

Chapter 4 addresses the issue of Pensions and Collective Agreements. For the SPD to be successful in recruiting in-service officers, it is important that there is clarity on the nature of pensions and the terms and conditions of employment for sworn members and officers, as outlined in a collective agreement. The Committee notes that a Pension Transfer Agreement is in place which addresses many of the concerns that have been raised by prospective applicants to the SPD, including members of the RCMP who may wish to join the new Department. This Pension Transfer Agreement between the Municipal Pension Plan and the RCMP Pension Plan will provide certainty for these RCMP members.

Further supporting this will be actuarial assessments of pensionable service. In the first instance, sample actuarial data will be provided to assist RCMP members who are considering joining the Department. Following that, specific actuarial calculations will be managed by the RCMP Actuary and Municipal Pension Plan Actuary for members on a case by case basis.

There are no pension issues for officers transferring to the new SPD from an existing municipal police department to the SPD, as the SPD will be a member of the Municipal Pension Plan Group 5 to which all municipal police departments belong. In December 2019, the Municipal Pension Plan Board of Trustees approved Group 5 status for the City which will be transferred to the Surrey Police Department once established. The Committee anticipates no major impediments related to pensions for members transferring to the SPD from other municipal departments as outlined in Chapter 4.

Chapter 4 also outlines the process by which collective agreements will be established between the Board and both sworn and civilian employees. Early indications are that this process will be systematically managed to ensure the appropriate consideration of the rights of employees to free and fair collective bargaining. The   has confirmed its intent to establish a Surrey Police Union (SPU) to represent sworn employees of the Department. The chapter outlines the process by which this union would be established and voluntarily recognized by the Board, consistent with the provincial Labour Relations Code. In addition, the chapter outlines the process by which the existing union representing civilian employees that support policing, CUPE Local 402, can continue to represent these civilian employees as they transition to, or join, the new Department. Both the Surrey Police Union and CUPE Local 402 would enter into collective bargaining with the Board to complete the necessary collective agreements.

Recruitment

The report outlines in Chapter 5, how recruitment activities will be completed to enable the Department to hire the proposed   sworn members and officers to support the Integrated Transition Model. The Committee notes that this is the fully funded strength in the first year of operation.

However, the chapter outlines how the Board, the Chief Constable and the municipality will need to work together to ensure future planning for the Department taking account of increased demand for sworn members and officers to keep pace with the growing city.

To establish and initiate the recruiting process, the Board would put in place a Transition Recruiting Unit made up of   experienced police members with investigative and ideally recruiting backgrounds. These officers would be supported by the Human Resources Department of the City of Surrey. Chapter 2 details how recruiting will be completed across four phases following the establishment of the Board.

A comprehensive recruitment outreach communications campaign is planned to generate interest in the SPD and manage applications for sworn positions in the new Department. The recruiting activities set out in Chapter 5 are projected to begin once the Board is established and would be completed by

Training of New Recruits

The phased Integrated Transition Model envisions recruitment of   recruits without previous policing experience. This will enable the Department to come to fully funded strength by a projected timeline of   Chapter 6 outlines how these recruits will be trained to meet provincial standards.

Key to this component of the transition is additional funding required for the Justice Institute of BC (JIBC) Police Academy. A two-pillar approach has been developed in collaboration with the JIBC Police Academy to ensure that it has the necessary capacity to absorb the ongoing increase in recruit training demand that will result from creation of a new municipal department in BC, as well as the short- to medium-term surge in recruit training associated with meeting the needs of the SPD and the needs of other municipal departments who will need to back-fill experienced officers that may join the SPD.

The two-pillar approach outlined provides a systematic and achievable way for the JIBC Police Academy to meet this demand and would position it well for any future surges in demand for recruit training

In addition, the Committee notes that the Integrated Transition Model may provide sufficient flexibility to phase in recruits more slowly to give more time for this issue to be resolved and the associated risks to be mitigated.

Policing Information Management and Information Technology

Chapter 7 covers the critical issues surrounding information management and information technology (IM/IT) related to the establishment of infrastructure, services and applications required to operate a municipal police department.

The Committee has confirmed that while there is still much outstanding information to be gathered and confirmed regarding IM/IT, and there are outstanding risks associated with implementation of the necessary infrastructure, services and applications, progress has been made and early indications are that outstanding issues can be resolved. A cross-agency IM/IT team is in place to collaborate on solutions to outstanding questions about IM/IT.

Key to the delivery of IM/IT under the Integrated Transition Model is the categorization of infrastructure, services and application across three categories. These are:

1. Mandated Integrated Service Delivery – i.e., those that are provincially or federally mandated as integrated (e.g., Police Records Information Management Environment (PRIME-BC), and Justice Information Network (JUSTIN)) and will be made available to the SPD to initiate onboarding once the Board and Department are established. Key steps in the process to connect to these systems is outlined in Chapter 7;

2. Integrated Policing Operations with the RCMP and Shared Services Canada – i.e., those that can be integrated during and after the transition (e.g., the network and telephony that support the Operations Communications Centre (OCC) to manage dispatch of 911 calls for service and would necessitate a Memorandum of Understanding with the RCMP and Shared Services Canada); and

3. The Surrey Police Department Policing Administrative Service Delivery – i.e., those that will be built as new stand-alone systems (e.g., administrative systems for recruitment and payroll).

A collaborative cross-agency IM/IT team has been brought together to complete analysis and planning related to integrated systems and the systems specific to the SPD in each of these three categories. The team includes the City of Surrey, RCMP E-Division, Surrey RCMP, Shared Services Canada, and the Province. The team will add related agencies and other stakeholders as required. This is likely to include IM/IT support from

The Integrated Transition Model approach for IM/IT is preferred because it mitigates risk and provides numerous benefits for all parties as outlined in Chapter 2. However, it is not the only possible pathway by which the IM/IT elements outlined in section 7.4.2 can be put in place. Chapter 7 outlines the work completed to date and the proposed approach to IM/IT infrastructure, services and applications that will be required to support the transition. A detailed IM/IT implementation plan will be prepared for the Board to review once it is established.

Maintaining Investigative File Continuity

Investigative File Continuity is the area of review outlined in Chapter 8. This area is critical to ensure public safety is maintained and current active investigations and criminal proceedings are not adversely impacted during the policing transition. This chapter provides an overview of the analysis completed to date on open files in Surrey and details a systematic process by which an Investigative File Continuity Team would be able to review, conclude and/or transfer files to the SPD from the Surrey RCMP.

As with other review areas, the proposed Integrated Transition Model is critical to the mitigation of risk for investigative file continuity. Supported by a quality assurance process, the model proposes teams who would be responsible for managing file continuity under the direction of the Integrated Command Structure.

The process outlined in Chapter 8 projects a timeline whereby an early file triage process commences and then moves into full file review and disposition , culminating in the disposition of all active files initiated before the .

The process for file continuity has taken considerable account of the importance of maintaining continuity for key stakeholders, most especially victims and their families, and Crown Counsel. Ensuring these stakeholders are participating and informed appropriately at every stage of the process is key to successful implementation of the proposed approach. The Committee notes that this approach to file continuity, if successfully implemented, would appropriately address key areas of concern.

While there is still much outstanding information to be gathered and confirmed regarding investigative continuity, given sufficient transition time, any investigative file can be successfully transitioned to new investigators.

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Business Impacts

Chapter 9 outlines the business impacts created as a result of the change to the policing model in Surrey. This chapter covers issues that the Province, the City of Surrey, the SPD, the RCMP and the Federal Government among other key partners will need to consider and resolve to address the impacts to policing in BC arising as a result of the transition. In particular this chapter covers issues of importance for both land-based First Nations and Indigenous communities living off-reserve as regards to their needs for policing services. In addition, this chapter outlines important considerations for legal agreements including changes or addenda that may be required to the MPSA, PPSA, MPUA and Memoranda of Understanding and other formal and informal agreements between key organizations

Additionally, information is provided in the appendices to support the information contained in the report and provide further context. This includes the original framework document - the Surrey Policing Transition Plan, detailed organizational charts for the proposed Surrey Police Department, and biographies of all Committee members.

Also included is a review of best practices in policing that informed the development of the Integrated Transition Model and the approaches proposed in each chapter. A selected bibliography is provided to further support this and enable additional research. Finally, Appendix VII provides further detail on the two-pillar approach outlined for recruit training in Chapter 6.

Conclusion

The Provincial Municipal Policing Transition Study Committee has studied the areas within the scope and mandate outlined in Chapter 1. It has confirmed that the establishment of the SPD, while ambitious, is also achievable if assumptions and risks noted in the report can be successfully addressed and managed. The Committee believes that the policing transition can be implemented using the proposed Integrated Transition Model as the basis, subject to further refinement and confirmation by the Board and the Chief Constable and through collaboration with other partners.

Next steps related to each study area are included at the end of each chapter. In addition, Chapter 10 provides a summary of the critical next steps to advance the policing model proposed for Surrey. The proposed approach to the transition to the SPD outlined in this report has the greatest likelihood of ensuring that public safety will be maintained, while ensuring that the statutory responsibilities of the Department are met.

CHAPTER 1: INTRODUCTION AND CONTEXT

1.1 Introduction

The City of Surrey has provided much of the content in this chapter to provide contextual information on the trends and demographics impacting the environment in which the policing transition is occurring.

Surrey is a vibrant and diverse community comprised of six distinct but interconnected neighbourhoods. It has transformed from a small suburban community into a major metropolitan hub. With over 520,000 residents, Surrey is the second most populous city in the province and is expected to surpass Vancouver in population by 2041.

The city is abundant with parks and recreational facilities, and is a vibrant community of art, culture, and heritage. At over 316 square kilometres in size, Surrey is the largest city in Metro Vancouver, and is a place where contemporary urban development meets green spaces, parks, and farmland. Home to six distinct communities, Surrey comprises state-of-the-art facilities featuring an array of diverse programming and public services. It offers active, affordable, and accessible lifestyles for its residents, serviced with modern amenities. As an inclusive and welcoming community, the city embraces all people and cultures. With a commitment to sustainable living and a proactive approach to economic and social development, the city is destined for a prosperous future as it develops into Metro Vancouver's second largest metropolitan centre.

Surrey is one of the fastest growing cities in Canada. As the twelfth largest city in Canada, and the fastest growing city in BC, it welcomes an average of 800 new residents each month. By 2041, one in five Metro Vancouver residents will live in Surrey. It is a dynamic city, uniquely positioned in the Lower Mainland with four Skytrain Stations and multiple highway exits, in addition to oceanfront and riverside areas. Each day there is substantial movement around the city due to Surrey's central location within Metro Vancouver. Approximately 44% of commuters live and work in Surrey with 23.5% commuting to neighbouring cities and 12.7% commuting to Vancouver each day. This high volume of traffic moving within and through the city each day creates unique challenges in maintaining road safety and enforcing traffic laws. The large geographical area combined with heavy commuter patterns place significant and unique pressures on the policing model for the city.

Over 2,500 new businesses move into the city each year. Strategic investments made into Surrey by government, industry, and academia are creating a vibrant business ecosystem with innovation built into its very fabric. Surrey is rising as the region's next metropolitan centre and at its core is Surrey City Centre, a hub of commercial and cultural activity. Home to a growing and vibrant university district, government hub, financial district, and Innovation Boulevard, Surrey is attracting investment globally from companies in high technology, life sciences, advanced manufacturing, and the creative arts, and is creating quality jobs for its young and growing population.

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The city has its own unique culture characterized by rich diversity in its residents. Within Metro Vancouver, Surrey has the second largest Indigenous population, and the third highest proportion of visible minority populations. The 2016 Census notes 43% of Surrey residents are immigrants and 10% of Surrey immigrants who have settled in Canada since 1980 are refugees. It is a city of migrants with deep roots in the community, as over two-thirds of immigrants living in Surrey have been in Canada for at least a decade. Language is another aspect of Surrey's diversity that makes its communities unique. Less than half (44.5%) of students in the Surrey School District speak English at home, with approximately one-fifth speaking Punjabi. Other commonly spoken languages in Surrey are Arabic, Urdu, Vietnamese, and Japanese. The City of Surrey highly values its diversity and in 2018 won the International Association for Public Participation's (IAP2) Respect for Diversity, Inclusion and Culture Award for its work on the Park's Recreation and Culture Strategic Plan. The rapid growth that Surrey has experienced however, has been accompanied by an increasing concern with crime among residents and businesses. There are concerns that crime is undermining the quality of life in the community and hindering the development of the community to its full potential.

1.2 Coming Full Circle: Policing in Surrey

The municipality of Surrey was first incorporated in 1879 and by 1887 had its own municipal police department. In 1887 the council of the day appointed Edmund T. Wade as the first official constable of the Surrey Police Department. The Department was governed by the Surrey Police Commission established in 1918 with appointed members from among Surrey citizens. The Department grew from one constable in 1887 to a total funded strength of 11 officers by April 30, 1951.

Photo: Courtesy of Surrey Archives - Surrey Police Department circa 1950

The decision, in 1950, to install the RCMP as the municipal police service was made by council based on a public plebiscite. The decision was in part due to the rapid growth Surrey had experienced since the opening of the New Westminster Rail and Road Bridge in 1904.

On May 1, 1951 the former Surrey Police Department was replaced by the RCMP as the policing agency having jurisdiction in Surrey. Since that time the RCMP has served Surrey citizens with distinction growing from a strength of 18 sworn members and officers in 1951 to a funded strength of 792 sworn members and officers in 2019.

The proud service of past and present RCMP members in Surrey detachment is acknowledged here, with special recognition of the members lost in the line of duty, and their families, during this distinguished and honourable period of service by the RCMP.

1.3 A City in Transition

As a diverse and growing city that has long struggled with challenges related to crime, it is not surprising that policing issues were front and centre during the 2018 Surrey civic election, as they were for several previous election campaigns. Most of the candidates for council pledged to act to thoroughly review or change the policing model for Surrey. Following the election, one of the first official acts of the new council was to introduce a motion to significantly change how Surrey addresses policing. Council's November 5, 2018 motion, which was passed unanimously, directed staff "*to take all appropriate steps to create a Surrey Police Department in accordance with the BC Police Act*". Council further directed staff to formally notify the Federal and Provincial Governments of the City of Surrey's intent to terminate the existing policing agreement on March 31, 2021.

Following the unanimous motion of council to transition the police service model, the City created the Policing Transition Department and took several steps, including:

- Notifying the Province of British Columbia and the Government of Canada of the City's intent to terminate the Municipal Police Unit Agreement (MPUA);

- Appointing a General Manager, Policing Transition;

- Creating an Internal Management Committee to oversee the transition process and guide the Transition Team;

- Forming an internal Transition Team;

- Signing a Technical Assistance Agreement (TAA) with the City of Vancouver and the Vancouver Police Department (VPD) to secure expert advice and technical support to build the Transition Plan;

- Holding regular meetings and ongoing liaison with the Ministry of Public Safety and Solicitor General – Policing and Security Branch;

- Submitting on May 22, 2019, the Surrey Policing Transition Plan (Appendix I) to the Solicitor General for review and approval;

- Publicly releasing the Surrey Policing Transition Plan on June 3, 2019; and

- Completing an extensive citizen engagement strategy that informed citizens of the policing transition and sought their perspectives and priorities on policing and personal safety.

On August 22, 2019, the Minister of Public Safety and Solicitor General and the Mayor of Surrey jointly issued the following statement giving the green light for the Surrey Policing Transition and establishing the Provincial Municipal Policing Transition Study Committee (PMPTSC).

Today Minister Farnworth, as Solicitor General, gave the City of Surrey the green light required to establish Surrey's municipal police department. To ensure all key issues are addressed and all complex details are in place to facilitate an orderly transition, a joint project team has been struck. The joint transition committee, chaired by the Hon. Wally Oppal, will work expeditiously to provide advice to the Director of Police Services through to the Solicitor General relating to the establishment of Surrey's municipal police department.

Surrey has decided, as per the BC Police Act, to exercise its authority to establish a municipal police service. While the RCMP has provided exemplary service to Surrey for six decades, Surrey is currently the only Canadian municipality with more than 300,000 residents without its own municipal police department. The Surrey RCMP is twice as large as the second largest RCMP detachment, which is located in Burnaby.

The transition to an independent municipal police service must be built on two fundamental and related principles; namely that polices services require governance structures that are accountable to local, civil authority and that police services must be guaranteed operational independence.

It is very important to note that while the City of Surrey is working with the Ministry of Public Safety and Solicitor General, Policing and Security Branch on the transition to a municipal police service, once established, the governance of the SPD and its operations will not be controlled by the City.

The City of Surrey will not operate the Surrey Police Department, nor will it control the Police Board, which is independent of the City. The Board will be required to submit an annual provisional budget as part of the City's budget processes.

1.4 Best Practices in Municipal Police Department Governance

The Committee notes that it is helpful to articulate the governance model proposed for the new municipal department. This summary of best practices was completed with support from some members of the Committee and the City of Surrey for contextual purposes only.

Independent municipal police departments are overseen by police boards that provide local governance and oversight, represent the local interests of the community, ensure financial accountability on behalf of local taxpayers, and are able to set local policing priorities. Figure 1 outlines the roles of boards, the standards for policing in jurisdictions with boards, and the way in which legislation provides an overall governance framework.

Police Acts
The legislative framework for police services

Policing Standards
Provisions that set out how police services are to be maintained and delivered

Police Boards and Police Commissions
Bodies that provide oversight of police

POLICE ACTS
They provide the legislative framework within which police services are structured and delivered and set out the principles of policing, the process for filing complaints against police officers, and disciplinary procedures for officers. They define the activities of police commissions and police boards.

RCMP Act

Provincial / Territorial Police Acts
(Except in NWT and Nunavut)

POLICING STANDARDS
They supplement police acts and set out how police services are to be maintained and delivered (i.e., roles and responsibilities of police).

POLICE BOARDS AND COMMISSIONS
These are composed of community members and city council members and may be chaired by the mayor. Their authority is derived from provincial police acts. Activities include hiring the chief constable, preparing and overseeing the police budget, and authorizing increases in police personnel. They do not exist in municipalities policed under contract by the RCMP.

Source:
Griffiths, C. Canadian Criminal Justice, 5th Edition. [copyright symbol] 2015 Nelson Education Ltd.

Figure 1. Police Board Structures in Canada

Municipal police departments are staffed by sworn members and officers who typically spend their entire career in the community, working across the community and department as their career matures. These sworn members also provide long-term stability, continuity, and local knowledge. Municipal police members and officers are accountable to the public through transparent and independent provincial civilian oversight mechanisms that have been specifically designed for and implemented on behalf of, BC residents. The ways in which the board is accountable to the communities they serve, the police department itself, and the province are outlined in Figure 2.

BOARD ACCOUNTABILITY

Municipal police boards are accountable to the following groups:

To the community that they serve	Board members should develop mechanisms to acquire information and input from the community. Feedback could be sought on such items as: • What the policing issues are; • How well the police are carrying out their duties; and • What changes citizens feel are needed in response to changing circumstances. Board meetings are open to the public except for "in-camera" items.
To the police department	Through Senior Management, board members should let officers and civilian staff know what is expected of them and what the community wants them to accomplish. They must also act as a buffer to ensure that the police are not subject to political interference.
To the Province	Board members need to ensure that they exchange information with Ministry officials on a timely basis and that they fulfill all requirements for reporting and information-sharing established under the Police Act. This includes filing of rules and minutes of board meetings with the Director, which enables the board's decisions to be enforced.
To other oversight and coordination bodies	Enables the board to work collaboratively and more effectively for their departments and communities.

Source: *Government of British Columbia. 2015. Handbook.*

Figure 2. Police Board Accountability in British Columbia

It is well established that the governance and accountability structures built into the BC police board model provide for an international best practices model for governance and accountability. Appendix V provides a very detailed analysis of the literature on this issue.

Through the Surrey Police Board, Surrey citizens will have civilian oversight and direct influence on all matters of governance, including budget, policy and strategy. The Board will be empowered to govern the municipal police department. The primary governance functions of a police board are to hire the Chief Constable, provide budget oversight, approve policy, develop the Strategic Plan, and act as the authority taking action in response to "service or policy" complaints.

The police board's independent status is achieved by ensuring accountability and transparency for the management of the police department and its employees. By statute, the mayor of the municipality is the chair of the police board. This provides a direct link between the police board and the municipal council. The other board members are appointed to represent the community and act in the best public interest. Board members are appointed by the Lieutenant Governor in Council following advice from the Minister who will receive recommendations from the Director of Police Services.

There are eight fundamental tasks required to operationalize policing in the municipal police service model (see Figure 3 below). Several tasks are largely within the domain of the Board – resourcing, appointments, organizational structure and policies. Additional tasks require operational independence and are the responsibility of the Chief and the Executive Team. These include priority setting, deployment, appointments and promotions and operational decision-making regarding investigations and other operational policing issues.

The municipal police service model provides a mechanism for balancing board accountability and operational independence for the police.

Increasing accountability to the Police Board

1 RESOURCING
How much, and what kinds of funds, equipment, staffing, etc. will be made available to an organization

2 APPOINTMENT
Chiefs, deputy chiefs, and assistant chiefs

3 ORGANIZATION STRUCTURE AND MANAGEMENT
How the organization will be structured, organized, and managed

4 ORGANIZATIONAL POLICIES
General policies that the organization will be expected to adhere to in its operations

5 PRIORITY SETTING
The determination of priorities with respect to how the resources of the organization will be deployed

6 DEPLOYMENT
How the organization will deploy the resources available to it, either generally or in particular circumstances

7 APPOINTMENTS AND PROMOTIONS
All ranks below Assistant Chief

8 SPECIFIC OPERATIONAL DECISION-MAKING
How a particular operation will be handled and managed

Increasing independence of the Police

Figure 3. Balancing Accountability and Independence in Policing

Surrey is transitioning to a municipal police service at a time when not only Surrey is changing but policing itself is undergoing significant growth and change. In fact, policing has undergone significant change and growth over the last few decades. This change has had profound impacts on the organization and delivery of police services.

One of the most profound changes for policing is the increasing involvement with complex social issues. Police departments are forming partnerships with public, for-profit and not-for-profit agencies that are assisting those struggling with homelessness, substance use and mental illness.

Recent estimates revealed that approximately 20 – 35% of police resources are spent on dealing with people struggling with mental illness. These are not traditional, general duty patrol assignments, but responsibilities that require developing trusting relationships with service providers and those in need of the services over a long term.

At the same time, policing is no longer restricted to policing issues but often entails cross-jurisdictional investigations involving diversified criminal enterprises. Combatting these enterprises requires long-standing relationships with police in other jurisdictions—not just institution to institution but person to person. Similarly, policing now requires departments to investigate cyber-crimes, cyber-bullying, and the fomenting of hate and radicalization. The expertise required to properly prevent and investigate these offences requires in-house expertise. Simply adding more officers is not the answer. Serving police officers attest, and academic research confirms, that conducting routine investigations simply takes longer than twenty years ago. Advances in technology mean policing is increasingly dependent on technology and sophisticated data analysis. This in turn means that policing is increasingly dependent on civilian data experts who can make sense of the myriad of data that can be analyzed to predict and interrupt crime trends.

These changes mean that the health and wellness of police officers is also a growing concern. Research examining sources of police stress concluded that the major sources of stress for police came not only from operational stress related to responding to fatalities and violence, but also from the organization itself. Organizational and operational sources of stress are both detrimental to officer well-being.

The Board will be responsible to build an organization that recognizes and responds to all of the above. This means the Department must be built on the current research regarding best practices. Appendix V of this document provides a thorough analysis of best practices in all aspects relevant to this project and a selected bibliography of key sources is included in Appendix VI. The best practices review forms the foundation for the approach taken to establish the Board and to build the SPD.

A Proven Track Record in Public Safety

At this time in its evolution, the City of Surrey is well placed to provide necessary leadership to transition to an independent municipal police service.

The City of Surrey with its partners has long applied a best practices approach to addressing public safety priorities. As a result, the City of Surrey is well placed to lead the formation of a police service that is truly responsive to its public safety needs. While some municipalities see public safety as a policing issue, Surrey has long had a strategic, comprehensive and collaborative approach to safety which sees the police as key to public safety but not solely responsible for it.

The nature of the City's strategic approaches to public safety has evolved over time to respond to changing needs of the community. The City's Parks, Recreation & Culture Department has long had a focus on healthy communities and supports this via a continuum of programming, from the early to senior years. These programs are anchored in a healthy development and safety model. In 2006 the establishment of the Plan for Social Well-Being marked the first major strategic action plan to address well-being and 'Crime and Public Safety' was one of the five social issues identified as priorities in the plan.

In 2007, Council adopted the Crime Reduction Strategy. The strategy included over one hundred recommendations specific to crime reduction to promote safety. From 2007 to 2015 the City and its partners implemented programs and initiatives under the four strands of the strategy; Prevent and Deter Crime, Apprehend and Prosecute Offenders, Rehabilitate and Reintegrate Offenders, and the Reality and Perceptions of Crime. This strategy had strong links to policing, including increasing the ratio of police officers to Surrey's growing population and enhancing Transit Police presence at SkyTrain stations. As well, it involved community outreach initiatives such as Block Watch and the Crime Free Multi-Housing Program.

By 2016 most of the recommendations had been implemented or completed and it was time to refresh the City's approach to safety under a new strategy. That led to the development of the Public Safety Strategy (PSS). The PSS was anchored in four priorities and was characterized by the City's ongoing commitment to be collaborative, to implement comprehensive programming, and to produce and publish measurable results.

Through the PSS the City took on a very proactive approach to collaborative problem-solving, including the development of the following programs.

- The Surrey Anti-Gang Family Empowerment (SAFE) Program is an example that builds on best practices in problem-oriented policing and community responsive policing. It brings together 10 partner organizations with a mandate to identify and address risk factors for children and youth to divert them away from pathways to gang involvement. By focusing on the gang issue and bringing together community partners through an early intervention approach SAFE represents a new model. As well, SAFE incorporates an integrated approach to service delivery using a modified situation table (HUB model) that meets weekly to intervene with children and youth at risk.

- Vision Zero is the City's approach to traffic and road safety. Its approach is anchored in the proposition that no loss of life is acceptable and sets the vision that Surrey has zero people killed or seriously injured on its roads, with human life valued above all else in the transportation network. Over the next five years the strategy aims to reduce injury collisions by 15%. The strategy incorporates road safety initiatives, urban design, and policing to achieve this target.

- The Gang Exiting Pilot Project operated by the CFSEU-BC was initiated under the PSS to target individuals already involved in the gang lifestyle and to assist them in exiting the gang and reintegrating into society. Building on problem-oriented policing and using focused deterrence strategies, the Gang Exit Pilot incorporated a multi-layered approach through education, outreach, and targeted intervention. An evaluation completed in June 2018 found that the program successfully tailored outreach to cultural communities and integrated policing and community efforts which improved efficacy. It assessed a conservative cost-benefit ratio of $30.96: $1.00.

- City Centre Response Plan/Surrey Outreach Team was an initiative in 2017-18 that incorporated hot spots policing, problem-oriented policing, and community agency collaboration and responsiveness to address persistent social issues amongst the City's most vulnerable, street entrenched citizens. Over a period of 18 months an integrated team of bylaw enforcement officers and RCMP members were selected for assignment 24/7 to the 135A Street area in Surrey. This unit invited community agencies that served this population to work together in coordinated community outreach as well as hot spots policing approaches to reduce the incidents of violence, assaults, and overdose deaths among this population. The unit required a cultural shift in approach for agency staff, bylaw officers and police members to get to know the target population of street entrenched individuals who often suffered from concurrent mental illness and substance use disorders. The unit was able to reduce the impact from low-level property crime and disorder offences on businesses in the area while building community rapport and support networks that ultimately facilitated over 210 people moving into temporary modular housing over four days.

- Opioid Responses – the City delivered several initiatives to address the opioid overdose crisis in BC over the last two years. Involving multiple community partners including police and fire services, the City was able to use technology to identify patterns in the opioid overdose calls for service and undertake ground-breaking social network analysis on individuals who succumbed to overdose to determine risk factors and opportunities for program interventions. Bringing together data from multiple sectors to design integrated approaches is a core feature of the City's opioid response.

- The Surrey Mobilization and Resiliency Table (SMART) built on integrated services models and HUB approaches from elsewhere in Canada to create a situation table response involving multiple community partners. The table meets weekly to assess and address adults who are at acutely elevated risk of harm to themselves or others. This initiative brings together service providers to enable rapid mobilization of resources within 24 hours to address the immediate needs of the individual (e.g., housing, income support). Initiated by the RCMP in 2015, SMART is, since 2017 embedded in a City-led model (the SAFE model mentioned above).

Given the significant progress made on utilizing a collaborative, best practices model under the PSS, the City's current framework reflects priorities that take account of the current realties of the safety landscape and the approaches that have been proven to work for the community. The framework also outlines specific programs and how they work at three levels – primary (for all members of the community), secondary (for target groups with specific needs), and tertiary (for people with specific vulnerabilities and risks). Finally, the framework outlines how the City will measure positive outcomes for citizens.

It is a priority for the City to ensure that approaches to public safety issues remain current and responsive to changing conditions in the community. The City's approach creates a bridge between universal programming provided to build healthy communities and social well-being and the City's evolving approach to policing.

At its core is the tenet that communities cannot arrest their way out of issues and together City programs, partners and police can achieve enhanced safety outcomes. As such this framework will inform the approach for the SPD. It will bridge and connect City and partner delivered programs to community programs delivered by the SPD. Still, there are other program areas that require attention in the plan going forward, with a key issue being attention to police officer health and wellness.

1.5 The City of Surrey – Well Placed to Lead the Transition

The Surrey Policing Transition project is an ambitious and achievable undertaking. A critical factor which will ensure the success of the transition process is the current capacity and expertise of the City of Surrey. The City of Surrey serves over half a million residents and has a budget in excess of $1 billion per annum. Its more than 4,000 employees deliver services across more than 70 facilities and hundreds of parks and other amenities. The City's core capacities in the areas of Human Resources, Finance, Procurement, Facilities, Fleet Management, and Information Management and Information Technology provide a robust foundation on which the phased Integrated Transition Model will be implemented.

The City provides innovative, sustainable technology and services and has considerable depth of expertise in design, delivery and sustainment of programs and technology. Surrey's team is responsible for maintaining dozens of complex and interconnected legacy systems and programs over multiple sites. It currently provides support to Surrey RCMP members and civilian employees.

The Information Management/Information Technology (IM/IT) team, for example, has extensive experience in the application of mature best practices including cybersecurity, project and change management, and business analysis. This was evident in the successful transition of the former Surrey City Hall to a new facility with no disruption of services to citizens or businesses, while supporting over 4000 staff distributed at over 70 facilities.

The City's core teams also currently provide infrastructure and support in the delivery of shared services among the Surrey Fire Service (SFS), Surrey Libraries, and the City of White Rock. This includes critical services and support to SFS dispatch services which are contracted out to over 40 regional agencies.

The City of Surrey Human Resources Division has won numerous awards and been recognized as an employer of choice in Canada since 2005. The City has also been recognized as one of Canada's Best Diversity Employers, a Top Employer for Young People and one of Canada's Most Admired Corporate Cultures.

Given the depth and breadth of the City's infrastructure and human resources, it is in an excellent position to be able to successfully support the transition to a new Surrey Police Department.

1.6 The Provincial Municipal Policing Transition Study Committee: Scope and Mandate

Following the August 22, 2019 announcement giving Surrey the necessary green light to establish the SPD, the Provincial Municipal Police Transition Study Committee (PMPTSC) was formed by the Director of Police Services, who is responsible to superintend police services in the Province. The Director acts under and on behalf of the Minister of Public Safety and Solicitor General in ensuring that adequate standards for policing and law enforcement are maintained throughout the province. Section 39(1) of the *Act* sets out the fundamental authority of the Director as follows:

> *On behalf of the Minister and subject to the direction of the Minister, the Director is responsible for superintending policing and law enforcement functions in British Columbia.*

By statutory authority, the Director and the Minister are responsible for ensuring adequate and effective policing in the Province. The Director's responsibilities include:

- providing advice to the Minister, police boards, and Chief Constables;

- conducting inspections and reviews;

- conducting audits;

- developing policing policy;

- making recommendations about appointments to police boards; and

- developing research and statistics.

Following the joint statement on August 22, 2019, the Director and the City worked collaboratively to put in place the PMPTSC whereby, under the Act, the Director appointed PMPTSC members who could bring a high level of expertise and experience to help move the Surrey policing transition process forward. The PMPTSC members include:

- Hon. Wally Oppal (Chair)

- Gayle Armstrong

- Tonia Enger

- Paul Gill

- Curt Griffiths

- Doug LePard

- Fraser MacRae

- Nahanni Pollard

- Bob Rolls

The biographies of all Committee members are included in Appendix IV.

Assistant Deputy Minister (ADM) Lisa Anderson and Terry Waterhouse, General Manager, Policing Transition, served as executive leads to support the PMPTSC. In addition, a secretariat was provided by the Province's Policing and Security Branch to manage logistics for the Committee. The Surrey Policing Transition Office also provided additional support to the Committee.

Role of the Committee

The role of the Committee was to provide reports on areas of study directed by the Director which outlined the process by which the Surrey policing transition could be facilitated, ensuring the maintenance of public safety in accordance with the Act.

The Committee was not tasked with finalizing dates, timelines or budgetary decisions which must be made by the Federal or Provincial Governments, or the Surrey Police Board. The scope included studying issues identified as needing further detail and analysis and building on work to date in the Surrey Policing Transition Plan, and additional work done by the City.

The final report of the Committee addresses specific areas of study, in order to support and develop a baseline for the Director's recommendations to the Minister to facilitate his decision to approve the municipal policing model and transition plan.

The Director assigned six key areas of focus for the Committee to study. The Committee considered these to ensure the municipal policing model and transition process would effectively address important issues. These are outlined below along with direction provided in a letter from ADM Lisa Anderson.

- Pension Arrangements and Collective Agreements

  The development of a comprehensive plan regarding the pension process including steps for the establishment of a pension plan for a future Surrey Police Department and portability options for current RCMP members.

  The development of a comprehensive plan that fully details the process and required actions to establish a collective bargaining agreement, as defined in the Labour Relations Code, for the hiring of all constables and civilian staff as employees of the municipal police board.

- Recruitment of Sworn Employees

  The development of a comprehensive recruitment and training plan

- Training Sworn Employees to Provincial Standards

  The development of a comprehensive recruitment and training plan

- Information Management/Information Technology

  The development of a comprehensive plan regarding information management and information technology (IM/IT) including clarification into what IM/IT systems will be used (including PRIME access), the required clearance and licensing approvals and implementation requirements.

- Investigative File Continuity

  The development of a comprehensive plan that addresses investigative continuity with detailed procedures for the effective transition of investigations to the new department, including file governance and accountabilities, stakeholder transition and any confidentiality or privacy concerns.

- Business Impacts to Policing in BC

  An overarching business analysis of the impact to policing in BC which will detail the potential impacts of a policing transition of this scope and scale, and how it may affect policing across the region and across the province.

Each of these issues are discussed in detail in this report. It is noted that issues of implementation of facilities, fleet, and procurement among other areas of work on policing transition were outside the scope of this report. As regards each of the six study areas, the Director indicated that the report should also outline the assumptions, risks, timelines and stakeholder consultation completed.

Independent Data Verification

This report was prepared based on information, data and analysis supplied by the Province of BC, the RCMP, the City of Surrey, the JIBC Police Academy, the VPD and other key stakeholders. The Committee used data included in the original framework document and its addenda (Appendices I and II) and built on this with its own analysis. It is important to note that the Committee did not independently verify the original source data or begin with its own "ground-up" assessment of the needs for a municipal police department in Surrey. This is also true of the financial data supplied by the City as to how the model will be funded.

In its deliberation on the issues within the scope of the report, the Committee has relied on the information supplied by the partner organizations and used its own expertise and experience to assess the implications of the model and number of officers proposed.

1.7 Next Steps

As stated, this report is built on a foundation of best practices in policing and outlines a phased Integrated Transition Model.

The Integrated Transition Model is endorsed by all members of the Committee. It provides the foundation upon which the transition would be built. It will be the responsibility of the Board, the SPD and the RCMP to further refine and implement it, once approved. The Integrated Transition Model recognizes and is built on the knowledge that successful policing models in British Columbia and beyond rely on integration between police services partnering to ensure public safety.

It also recognizes that the orderly transition called for in the current contractual relationship between the Province and the City of Surrey, will occur in phases in which the infrastructure and operations will transition from the RCMP to the SPD. It also recognizes that integrated teams will continue long after the transitional phase to provide specialized police services for the SPD. Other stakeholders and other police departments will be key partners in the Integrated Transition Model as it is developed and implemented.

This report further recognizes that all complex projects include inherent risks. A policing transition is no different. Chapter 3 outlines how risks will be managed by the Board and the Chief Constable (once in place), using an enterprise risk management approach rooted in the Surrey Police Board Manual. Considerable work has been done to mature risk management approaches in recent years and they are considered an organizational best practice.

The Committee collaborated fully, supported by staff from the Province's Policing and Security Branch and the Surrey Policing Transition Office, in the creation of this report.

This report provides significant detail and closes with a series of recommendations that will allow the transition process to be completed with excellence, in a timely and collaborative fashion.

CHAPTER 2: INTEGRATED TRANSITION MODEL

2.1 Overview

The Surrey Policing Transition Plan (Appendix I) and its subsequent addendum (Appendix II) provided a proposed framework for transitioning from policing delivered by the Surrey RCMP under the Municipal Police Unit Agreement (MPUA) to the SPD. It outlined proposed timelines by which elements of the department could be put in place and suggested a deployment model based on rigorous analysis completed by the VPD, independent advisors and the City of Surrey.

The original framework document outlined a phased Integrated Transition Model for investigative file continuity (including retention of RCMP members for a period of time for this purpose) to ensure public safety, file integrity and an orderly transition. In addition, the framework contemplated several other ways in which the transition required an integrated approach, particularly in the area of IM/IT.

While an Integrated Transition Model relies on agreement and collaboration with the RCMP, the consensus of all Committee members is that a more comprehensive integrated approach would be beneficial for all concerned and is likely to result in a more effective and collaborative transition process that meets the needs of all stakeholders. The Integrated Transition Model mitigates risk in every review area within the scope of the PMPTSC and preserves the role and authorities of the RCMP, while respecting the role of the Board and the Chief Constable of the new Department, especially as it relates to their engagement with the RCMP in working out the details of an integrated approach to the transition of the SPD.

The Integrated Transition Model best serves the citizens of Surrey by providing an approach that ensures public safety throughout the transition and would also serve the needs of the RCMP and the SPD during the establishment phase. Recruitment, training, IM/IT and other work streams can be advanced. Through the foundation of a Memorandum of Understanding that outlines an Integrated Command Structure, impacts to policing in Surrey will be effectively managed.

The Integrated Transition Model provides the flexibility necessary to deal with unanticipated challenges and problems and would provide a clear approach to resolve uncertainty during the transition. It recognizes the importance of governance under the Board, supported by an Integrated Command Structure
The Integrated Transition Model is clear without being prescriptive in a manner that would unnecessarily restrict the new Department.

Best practices in change management will provide the capacity and ability to address ongoing and unanticipated challenges and issues and ensure public safety while supporting a smooth transition for both the SPD and the RCMP.

2.2 Assumptions

The following assumptions have guided the development of the proposed Integrated Transition Model and will need to be further elaborated on and confirmed during the implementation process.

Table 1. Integrated Transition Model Assumptions

2.3 Core Principles

The following core principles can guide the development of the specific aspects of the proposed Integrated Transition Model.

- The model would be focused on preserving public safety and security and setting up the Chief Constable and Board for success, while respecting the RCMP's authorities and the current MPUA.

- The goal is to proceed with the transition as expeditiously as possible, while ensuring a smooth transition for both organizations. The Integrated Transition Model is not projected to exceed more than one (1) year beyond the transition date of Any extension would require an extension to the memorandum, to be agreed to by all parties.

- There would be an Integrated Command Structure during the transition period.

- The model would provide a framework for the SPD and the RCMP to work collaboratively in developing the operational plan and for determining how the transition will be phased from the RCMP to the SPD.

- The model would be specific, clear, and provide sufficient detail, without being prescriptive in a manner that would unnecessarily restrict the new Department.

- The model would recognize and address the operational requirements of both the RCMP and the SPD.

- The model would clearly define the responsibility for all associated costs and be phased in appreciation of the City's budget process.

- A Change Management Committee would be struck to support both the RCMP and the SPD throughout the transition process.

2.4 The Integrated Transition Model

There are several critical steps and elements that will ensure the success of the proposed Integrated Transition Model. All aspects of policing in Surrey would be integrated to greater or lesser degrees. For example: IM/IT is already integrated to a large degree due to the Provincial requirements regarding records management through the PRIME-BC system, justice files under JUSTIN and under federal requirements regarding systems such as NPSNet.

Under the Integrated Command Structure, the SPD and the RCMP would develop a detailed approach to progressively implement the necessary elements that will ensure integration is maintained wherever feasible and beneficial.

The Integrated Transition Model allows the process to be phased over time in a way that is responsive to the operational conditions determined by the Integrated Command Structure. Figure 4 is a schematic of how an Integrated Transition Model may work for each of the review areas, and for areas outside the scope of the PMPTSC. Timelines here are projected but are subject to change at the direction of the Board.
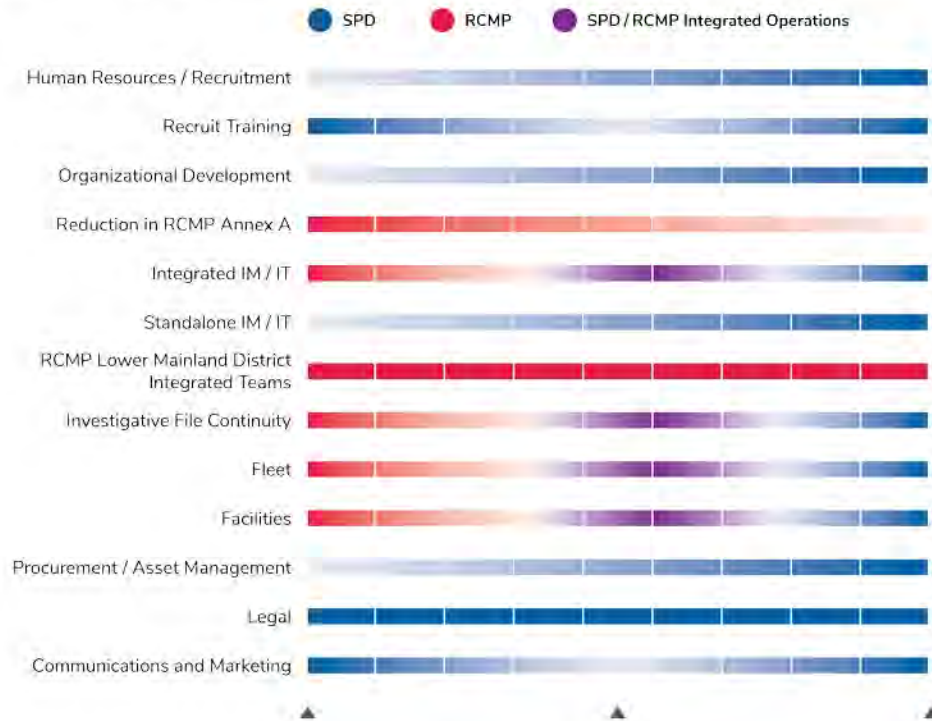
Figure 4. Phased Integrated Transition Model Schematic

The following critical elements would need to be put in place to implement the proposed phased Integrated Transition Model.

- **Agreement in Principle:** The Province, Government of Canada, the RCMP and City of Surrey reach an Agreement in Principle to support a phased Integrated Transition Model. The consensus of the Committee is that a phased approach is the best model for preserving public safety and confidence and mitigating any risk in transitioning from the RCMP to the SPD. The Surrey RCMP and the SPD would work collaboratively to develop a detailed model and plan. The Agreement in Principle would be formalized by a Memorandum of Understanding once negotiated with the relevant parties.

- **Creation of a Surrey Police Board and Hiring a Chief Constable**: The next critical steps in the Model are the creation of the Board and the selection of a Chief Constable. The Chief Constable, working with the Board, would be responsible for hiring the Deputy Chief Constables and all other employees.

- **Establish an Integrated Command Structure:** The Integrated Command Structure would consist of

- **Establish a Change Management Committee:** Reporting to the Integrated Command Structure, this Committee would be made up of
  and may include external consultants as required. This group would provide support and guidance on how to effect change in the most effective and advantageous way for both organizations in order to maintain public safety.

- **Proposed Transition Date**   The planned transition date is intended as the start of the operational phase of the policing transition under the Integrated Command Structure. Phasing the Integrated Transition Model mitigates the risk of the SPD not having enough applicants interested in transitioning from the RCMP or municipal police departments. In the event that applications were insufficient, more Surrey RCMP members would be retained over an extended transition period. The level of interest from experienced police officers in transitioning to the SPD will become much more apparent after the Board and Chief Constable are in place and details related to the collective agreement are known. This will assist the planning process going forward.

- **SPD Operational Strength on Transition Date:** The proposed deployment model for the SPD assumes that all of the SPD members on the proposed transition date are experienced police officers.

- **Operational Deployment Models**: The SPD and the RCMP would work collaboratively to develop the operational plan and strategies, including refinements as needed to the deployment model under the Integrated Command Structure. The goal would be to maintain public safety and support a smooth transition.

                    subject to review by the Chief Constable and Board.

- **Patrol Deployment:**

- **Investigations Deployment:**

- **Specialty Squad Deployment**:

- **Phasing of Transition:** The phasing of the transition would be based on the progress of the SPD in hiring and training new members and the operational and administrative considerations of the RCMP in moving members to new assignments. The projected timeline for the phased Integrated Transition Model supports a smooth transition without undue budget impact.

2.5 Benefits of the Integrated Transition Model

The proposed Integrated Transition Model provides a number of key benefits for all parties involved in the transition. These include:

- Preserving public safety and confidence;

- Empowering the Board to enter into negotiations with the Government of Canada, the Province and the RCMP to determine the nature and scope of a Memorandum of Understanding to govern the Integrated Transition Model;

- Empowering the   to make operational decisions on the transition under an Integrated Command Structure with governance also provided by the Board;

- Mitigating risk across every review area, including Investigative Continuity, Recruiting, Training, and IM/IT;

- Providing flexibility to address unanticipated problems or challenges;

- Smoothing the transition for both the SPD and the RCMP, including time for an orderly and deliberate reduction in the MPSA Annex "A" for the RCMP;

- Maintaining the knowledge and experience of the RCMP over the transition period;

- Reducing uncertainty for the police members/officers and civilian employees involved;

- Providing the RCMP and municipal members with the opportunity to make informed decisions on whether to pursue a career with the SPD;

- Providing the opportunity for the Chief Constable and Board to focus on building and implementing the SPD policing model over a realistic transition period; and

- Mitigating the impacts of the establishment of the SPD on other stakeholders, including the JIBC Police Academy and municipal police departments, by phasing the transition with consideration to their operational requirements and capabilities.

In addition to the benefits outlined above, the phased Integrated Transition Model provides an approach that could be adopted as a model for other jurisdictions considering a policing transition in the future.

2.6 Governance

Key to the success of the phased Integrated Transition Model is a robust governance approach in accordance with the provisions of the Act, and other relevant agreements. Critical to effective governance is the establishment of the Board under which the Integrated Command Structure would operate in collaboration with the RCMP.

Initially under an Agreement in Principle, but later under a Memorandum of Understanding with key stakeholders, the proposed Integrated Transition Model governance would be progressively more specific and defined. Once established, the Board, with key partners from the City of Surrey, the Province, the Government of Canada, and the RCMP would enter into a formal agreement for the governance of the model and most importantly the parameters for the Integrated Command Structure.

2.7 Change Management and Risk Mitigation

The transition from the Surrey RCMP to the SPD is unprecedented in Canada. Even with a comprehensive and well thought out plan in place, it can be anticipated that there will be many challenges during the transition period. Best practices in change management, facilitated through a Change Management Committee and careful oversight, will provide the capacity and ability to address ongoing and unanticipated challenges and issues, ensure public safety, and support a smooth transition for both the SPD the RCMP.

While the transfer of personnel is normal and ongoing in policing, it typically involves a relatively small number of members at any one time. In general, it is reasonable to expect that police officers coming into the SPD from other departments or detachments may not be as effective as the officers they replace, until they acquire Surrey-specific knowledge and experience.

There will be a need to ensure that new members are trained in essential policies and procedures, such as, the response procedures to major incidents. In the case of serious crimes in progress, such as a gang shooting or armed robbery, standardized response policies are critical for an effective police response and to ensure the safety of both the public and responding police members. The proposed Integrated Transition Model includes a number of safeguards that will minimize these risks.

2.7.1 Maintaining Fully Funded Strength with the Integrated Transition Model

Figure 5. Maintaining Fully Funded Strength for Surrey During Transition

While the scale of this transition is unprecedented, both the RCMP and municipal police departments are highly experienced in transitioning police officers from other agencies into their respective services. It is expected that the Integrated Command will be aware of and respond to the issues that it will face over the transition period and be prepared to take decisive action to ensure public safety is maintained and that there is no opportunity for criminals to take advantage of the transition. This could include the necessity to extend the transition period, and add additional resources to address transitional challenges, or meet other urgent requirements or demands.

Once the transition is completed, consideration should be given to undertaking an operational review to determine whether the SPD is meeting objectives and standards, and to ensure that it is properly structured and resourced.

2.8 Next Steps

Reaching an Agreement in Principle with the RCMP (followed by a formal Memorandum of Understanding) establishing the Board and hiring a Chief Constable, are the next critical steps in creating the proposed Integrated Transition Model.

Once the Integrated Command Structure is in place it will be their responsibility to further define the Integrated Transition Model and plan, and to establish the Change Management Committee. This Integrated Transition Model is the foundation for everything that follows and must be among the first priorities of the policing transition.

CHAPTER 3: PLANNING FOR SUCCESS

Managing risk and ensuring no disruption to public safety, police officer safety or service delivery is a priority for the Integrated Transition Model. The proposed Integrated Transition Model, in itself, helps to mitigate operational risks related to implementation of the SPD. The Integrated Command Structure provides flexibility   to adjust delivery parameters in real time in response to changing operational conditions.

Management of risk related to the establishment and operation of the SPD is the responsibility of the Board and Chief Constable. In fulfilling its responsibility, the Board will be supported by the City and its enterprise risk management team and processes. The Surrey Police Board manual has been developed in draft form for review by the Board once established. It includes an enterprise risk management framework. It proposes an approach to guide and govern how risk will be managed during the transition and beyond into the ongoing operations of the Department.

In addition, external risks will be managed in collaboration with key partners. This is especially true of risks that arise due to the delivery of certain aspects of the implementation by third parties. Risks associated with various aspects of the transition   must be managed by the Integrated Command Structure (once established) and under the governance of a Memorandum of Understanding.

The Committee has identified key risks to provide context for the Board and assist them in their early ability to review, address and approve operational strategies. The consensus of the Committee is that it is outside the mandate of the Committee to determine specific approaches to address operational and implementation risks for the SPD.

Figure 6 outlines the risk matrix that will be proposed for use by the Board and the Integrated Command to quantify and assess the internal and external factors contributing to risk.

Figure 6. Risk Matrix for Surrey Police Board and Chief Constable

The risk matrix and the enterprise risk management framework would be used to assist the Integrated Command Structure to prioritize issues as they arise and determine the appropriate management actions to take to either eliminate or mitigate the risk and its potential impacts.

The enterprise risk management approach is outlined in section 3.1 and includes the necessity of establishing risk management policies to be included in the Board manual. The enterprise risk management policy would include the following phases, with specific operational practices articulated in an accompanying procedure:

- Establish context
- Identify risks
- Assess risks
- Respond to risks
- Monitor risks
- Report on risks

The procedure will specify processes and outputs for each of the six phases above, along with roles for both Accountable Leaders and Responsible Persons, processes for risk identification, stakeholder consultation and communication of risk.

3.1 Enterprise Risk Management Approach

Unique to the Surrey Police Board is that at its inception it is responsible for leading the creation of a new municipal police department from the ground up.

This means that the Board must build a strategy to identify, assess and manage both the strategic and operational risks associated with creating the SPD, and at the same time prepare to manage the risks of an ongoing enterprise. While much of the work of organizational risk management is delegated, the Board is ultimately responsible and accountable for the SPD's risk management approach. To this end, it is the responsibility of the Board to ensure a risk management approach is put into place using documentation that includes:

- Policy designed to identify, assess, mitigate, assign responsibility for, monitor and report to the Board on enterprise level risks;

- Procedures that operationalize the policy and put in place appropriate risk management plans;

- Policy and plans that strike an appropriate balance between taking risks that may add value and avoiding risks that may harm the organization;

- Processes to ensure the risk management policy, strategy and plans mature over time and provide greater support to the mitigation of risk; and

- Performance measures to assess, track and report on the impacts of risks to the enterprise.

In addition to providing oversight of the enterprise risk management policy and processes, the role of the Board in enterprise risk management is to provide support to the Chief Constable. This includes asking informed questions. A critical responsibility of all Board members is in asking questions of senior police management. This includes knowing which questions to ask and how to assess the answers provided, while respecting the difference between the clear role of the Board in terms of governance and the role of the Chief Constable and executive to manage the operation of the Department. It is important that all Board members avail themselves of opportunities for education and training, including in the area of risk management.

In its governance role, the Board must be satisfied that:

- The policy, supporting framework and procedures are adequate and appropriate to the context;

- The policy provides a reasonable balance between risk acceptance and mitigation; and

- The SPD is appropriately protected from foreseeable risks.

Awareness of risks, their potential impact and avenues to mitigate risk is a critical Board responsibility as it acts in the best interests of the SPD, and in its capacity to serve the community. The Board must recognize that not all risk can, or should be, eliminated. At the same time, it is important to recognize that all opportunities bring some form of risk which must be identified, assessed and effectively managed.

3.2 External Factors

Risks related to establishment of the SPD include both external factors (i.e., those related to actions to be taken by third parties such as the RCMP), and internal factors (i.e., those related to operational actions to be taken by, or on behalf of, the Board and Chief Constable). This section outlines the external factors that may impact the transition.

3.2.1 Memorandum of Understanding

The proposed Integrated Transition Model relies on negotiation and agreement of a Memorandum of Understanding to govern key aspects of implementation. This Memorandum must be negotiated and agreed upon by multiple key stakeholders to enable the model to be put in place. One of the primary stakeholders in the Memorandum is the RCMP.

It will be critical for these negotiations to commence soon after the Board is established to resolve outstanding questions regarding how the model will be implemented collaboratively by the Board and its partners.

Other key stakeholders to the Memorandum include the Government of Canada (representing the interests of Public Safety Canada, generally, and Shared Services Canada with respect to IM/IT in particular), the Province of BC, and the City of Surrey. All partners will need to work collaboratively to come to agreement regarding how the proposed Integrated Transition Model will be implemented.

3.2.2 Justice Institute of British Columbia Police Academy Business Case

Another key area of risk for operation of the SPD is the capacity of the Justice Institute of British Columbia (JIBC) Police Academy to fulfil its mandate to provide municipal police recruit training.

The JIBC Police Academy

. This surge training requirement is outlined in Chapter 6 as the second pillar.

the Committee has reached consensus as outlined in Chapter 6 that, with the appropriate funding and support, the JIBC Police Academy is positioned to address both pillars of recruit training that arise as a result of the transition.

3.2.3 Stakeholder Agreements and Collaboration

In addition to the Memorandum of Understanding that will be required to support the Integrated Transition Model and the Integrated Command Structure, the transition will require the Board to enter into other stakeholder agreements and collaborate with key agencies, and governmental organizations to complete the necessary steps outlined in this report.

Examples of this include partnership agreements and service level agreements with organizations such as PRIMECorp, E-Comm Inc., the Province (for JUSTIN), and other bilateral agreements that may be needed for integrated systems. As well,   is expected to establish a Surrey Police Union on behalf of future sworn members and officers employed by the SPD. Early discussions with   indicate there is a low risk of this not being completed as planned.

There is an external risk that other agencies will not be well positioned to complete the necessary work and reach agreements with the Board to ensure an orderly transition. However, early indications point to a high degree of confidence that key stakeholders and government partners will be willing to enter into discussion with the Board and work towards agreement on these key issues.

3.3 Funding the Transition: City of Surrey Five-Year Financial Plan

Additional risks relate to financial factors and the ability of the City, and the Board to fund the necessary work to complete an orderly transition. This section outlines the approach to address these factors. Under the BC *Police Act* the municipality is responsible to fund policing in the municipality. This is done by a provisional budget being put forward to the City for approval by Council.

On December 16, 2019, the City of Surrey passed its Five-Year Financial Plan. The five-year financial plan provides the authority for the City to expend the necessary resources to implement the transition according to the approaches outlined in this report. Table 2 below shows the approved funding for the transition in the five-year financial plan.

Table 2. City of Surrey Five-Year Financial Plan Commitments

Investments in Policing (millions)	2020	2021	2022	2023	2024	TOTAL
Policing - RCMP Contract	141.90	43.20				185.10
Policing - SPD operating, including civilian support services	24.20	145.50	199.40	203.40	209.40	781.90
Office of Policing Transition	0.80	0.80	–	–	–	1.60
Operating Investments in Policing (millions)	166.90	189.50	199.40	203.40	209.40	968.60
Capital / One-time investments in SPD (millions)	25.20	19.60	0.40			45.20
TOTAL	192.10	209.10	199.80	203.40	209.40	1,013.80

NOTES:
1) 2020 NUMBERS ARE FOR SUPPORT SERVICES ONLY AS SPD OPERATIONS ARE SUPPOSED TO BEGIN IN 2021.
2) 2021 AND 2022 SPD OPERATING NUMBERS INCLUDE CONTINGENCIES OF $1.3M EACH YEAR
3) CAPITAL / ONE-TIME ARE MADE UP OF $39.2M PER THE ORIGINAL TRANSITION FRAMEWORK PLUS $6M IN CONTINGENCIES.
4) 2020 TOTAL OPERATING DIFFERS FROM THE ORIGINAL FRAMEWORK. THE NUMBERS ABOVE ARE THE BUDGETED NUMBERS FOR 2020 FOR RCMP CONTRACT AND SUPPORT SERVICES AS BUDGETED IN 2020-2024 FINANCIAL PLAN.
5) THESE NUMBERS ARE NET BUDGETS (EXPENSES, NET OF REVENUES) INCLUDED IN OUR FINANCIAL PLAN.

The City's Five-Year Financial Plan has a process for annual review and amendment as necessary to meet the budgetary needs of the Department. The Committee provides this information for context and provides no further comment on the budget provided by the City for the transition as this was outside the scope of the study.

3.4 Overview of Key Risks

Based on the information available to date, the following specific risks have been identified in Table 3 to provide context for the Board and to facilitate their early review of these risks in the context of their enterprise risk management framework. The Board will assess and in collaboration with its partners, the Chief Constable and executive team, make decisions to manage, eliminate or mitigate these risks and their impacts. As noted above, the Committee provides these for context and to assist the Board with early review and decision on these risks as they are outside the scope of the PMPTSC.

As with any new initiative there may be some financial exposure which will be managed by the Board in conjunction with the City's budgeting process.

Table 3. Overview of Key Risks for the Board and the Chief Constable

CHAPTER 4: PENSIONS AND COLLECTIVE AGREEMENTS

Scope:

The development of a comprehensive plan regarding the pension process including steps for the establishment of a pension plan for a future Surrey Police Department and portability options for current RCMP members.

The development of a comprehensive plan that fully details the process and required actions to establish a collective bargaining agreement, as defined in the Labour Relations Code, for the hiring of all constables and civilian staff as employees of the municipal police board.

4.1 Summary

Establishment of the SPD requires clarity for experienced sworn members and officers regarding the likely working conditions they can expect, and the status and disposition of their pensions. Many sworn members and officers will want to review the SPD collective agreement to understand the terms and conditions of employment, prior to making the decision to leave their current organizations. This chapter outlines the process by which pensions and collective agreements will be put in place for the establishment of the Department.

Recruitment of sworn employees from among currently serving Surrey RCMP members and RCMP members from other assignments relies on the Pension Transfer Agreement (PTA) now in place between the Municipal Pension Plan (MPP) (to which BC municipal police departments belong) and the RCMP Pension Plan. The PTA will facilitate the transfer of pensions for these members. In addition, the MPP Board of Trustees has approved Group 5 status for the City which will transfer to the SPD once established. This will enable sworn members and officers of other municipal departments to join the SPD while retaining their existing pension.

In order to establish necessary collective agreements, preliminary discussion with   indicates their intent to proactively form the Surrey Police Union (SPU) on behalf of future sworn employees of the SPD. The   has confirmed its intent to support the SPD in the establishment of a union for sworn employees. The   will negotiate a collective agreement with the SPD on behalf of the SPU, until such time that an SPU executive can be established.

A voluntary recognition agreement will be prepared by external legal counsel for approval by the Board and the SPU. The model proposes that the Board will adopt a transitional collective agreement   for future SPD sworn employees to provide a solid understanding of the terms and conditions of employment.

This would enable recruitment to be initiated as soon as possible after the Board is in place and would ensure that the Board and the Chief Constable have time to plan for future collective bargaining in

As well as the collective agreement for sworn employees, the Board will put in place the necessary process to voluntarily recognize CUPE Local 402 as the bargaining unit on behalf of civilian employees in the SPD. The Board will review, and, at its discretion, adopt the existing CUPE Local 402 collective agreement (for municipal employees) to govern the employment relationship with civilian employees of the SPD. Figure 7 below outlines the key processes and necessary collective agreements required to establish the Department.
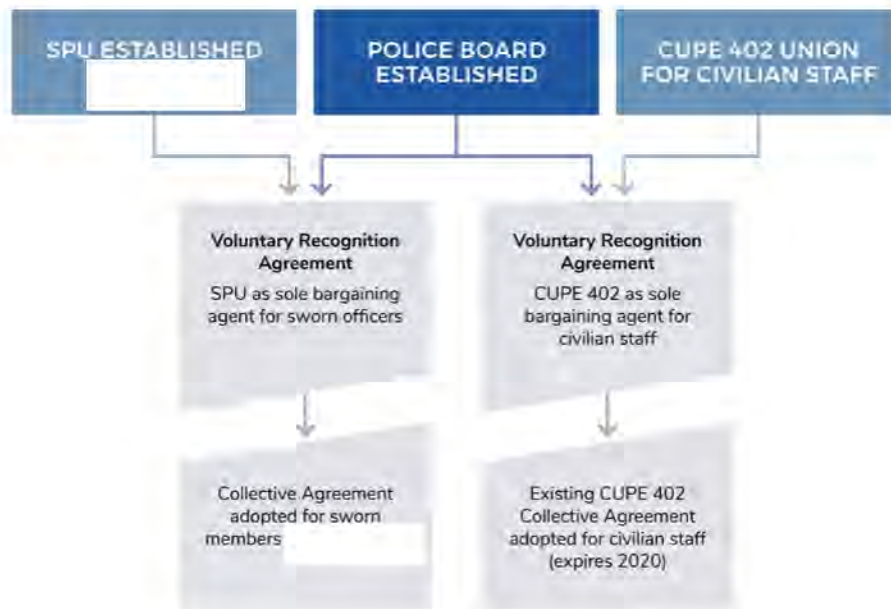
Figure 7. Board Process for Collective Agreements

Ensuring an expedited bargaining process for the collective agreement is critical for the Board to meet the proposed transition timelines. The work completed to date on pension transfers and collective agreements will enable an expedited recruitment process and will support the Board to move into decision making swiftly after being established. Once approval is received, the City will provide support to the Board to execute the proposed process.

4.2 Timeline and Responsibilities.

Figure 8 outlines the key steps and timeline to put in place the necessary elements for pensions and collective agreements to enable the SPD to become operational per the proposed Integrated Transition Model. Timelines are projected based on currently available information but are subject to change by the Board.
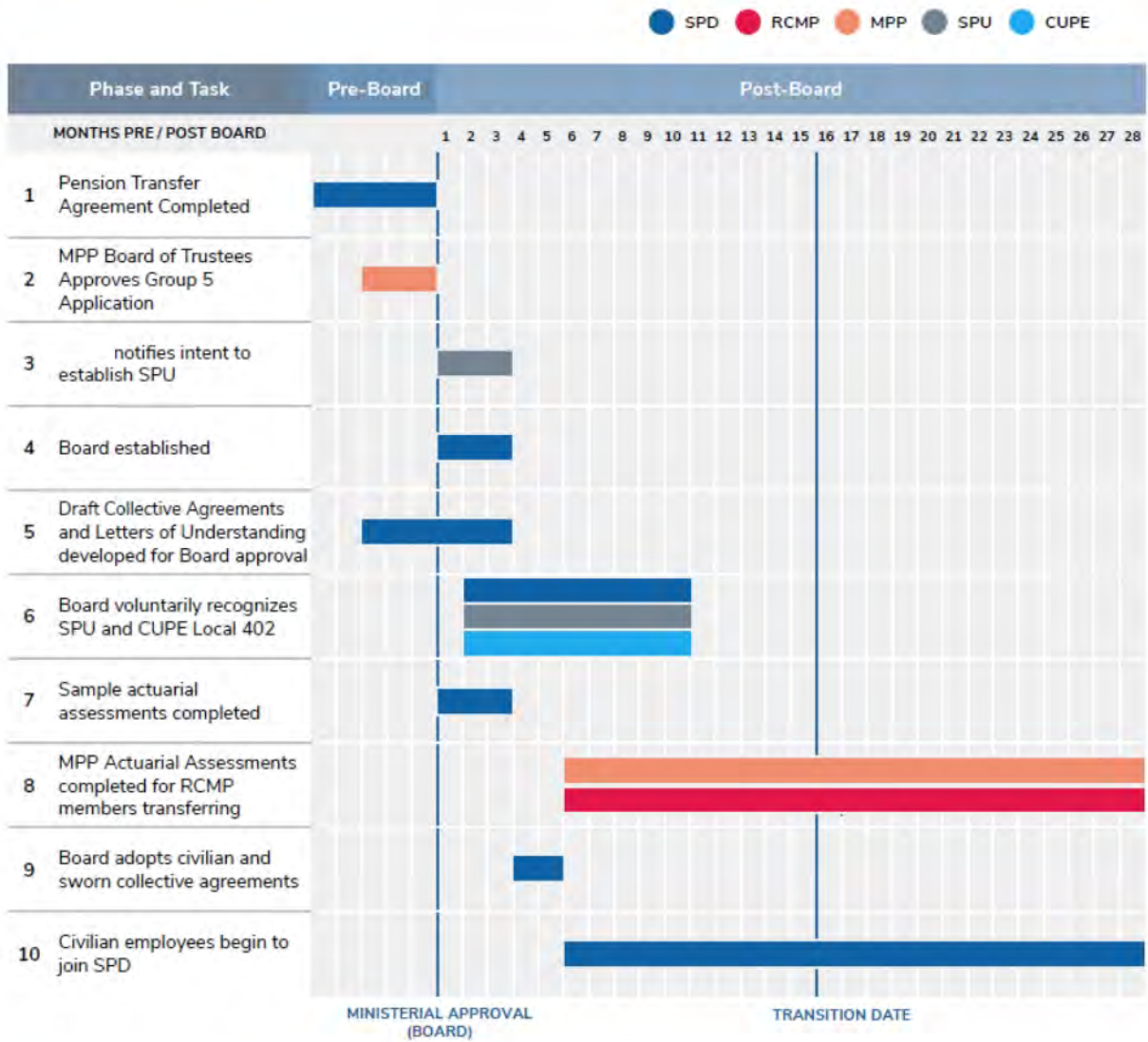
Figure 8. Timeline and Responsibilities for Pensions and Collective Agreements

4.3 Assumptions

Implementation of the necessary agreements, obtaining the necessary approvals from third parties, and establishment of key aspects of the Pensions and Collective Agreements plan relies on the assumptions outlined in Table 4.

Table 4. Pensions and Collective Agreement Assumptions

4.4 Pension Transfer Agreement

In November 2018, the process began to liaise with the MPP to ensure a Pension Transfer Agreement between the RCMP Pension Plan and the Municipal Pension Plan is in place to support the Surrey policing transition.

On August 9, 2019, the PTA was finalized between the two parties. Securing the PTA removed a major issue for the recruitment of currently serving RCMP members that are considering employment with the SPD. These members now have assurance that they can transfer some or all of their existing pensions to the MPP should they choose to become sworn members of the SPD. In some cases, members may choose, within the terms of the PTA, to purchase their balance of service upon joining the MPP to improve the value of their pension or benefits. This may present a barrier for some members where there would be a significant up-front cost involved.

4.4.1 Actuarial Assessment

It is important to note that each pension transfer is a unique situation requiring an actuarial assessment to determine the transferable value of an individual's pension to the MPP.

One of the challenges inherent in the pension transfer process is that an individual can only apply to transfer their pension when they are a member of the MPP. At the time of application, the MPP does an actuarial assessment to determine the transferable value of the RCMP pension.

The City is working with MPP to provide support in this regard.

To support members considering moving from the RCMP to the SPD, pension transfer information will be provided. The City will work with actuaries to outline likely scenarios for pension calculations for members with different profiles. For example, actuaries will determine the transferable value from the RCMP Pension Plan to the MPP for an RCMP member with 10 years of pensionable service and a salary of $100,000. The actuarial firm will define relevant categories or groups to serve as the basis for the various illustrations. With this information, prospective sworn employees would have greater certainty with respect to pension impacts in making their employment decisions.

The material from the actuarial firm would be used in individual or group meetings and/or formatted into hard copy or online resources to support the recruitment process. This information would provide estimated pension calculations and the actual calculations would be available once the employee applies to transfer their pension. The RCMP Actuary would work with the MPP Actuary to conduct this assessment on a case-by-case basis.

The work completed to date on pension transfers and actuarial analysis will provide greater assurance to members currently serving in the RCMP who are interested in transferring to the SPD. These are individuals who will bring valuable experience and deep-rooted knowledge of the community to the SPD.

4.5 Municipal Pension Plan – Group 5

On August 26, 2019, the City, on behalf of the Board, applied for participation in Group 5 of the MPP. Group 5 is an option in the pension plan established to provide an enhanced benefit for members who are employed as police officers and firefighters.

The Surrey Fire Service members are already members of Group 5. Members in Group 5 have a higher benefit accrual rate, meaning their pension benefit will accumulate faster, enabling earlier retirement options for police officers than those in other MPP group plans.

On October 7, 2019 Surrey City Council passed a resolution in a closed Council meeting stating that Council:

> *Request that the Municipal Pension Board of Trustees approves the enrolment of eligible police officers of the Surrey Police Department into Group 5, effective August 26, 2019.*

In December 2019 the MPP Board of Trustees approved the Group 5 application which will be transferred to the SPD once it is established. This will assist in recruiting sworn employees from other municipal departments without any concerns that their pensions would be negatively impacted.

The previously approved PTA combined with the Group 5 approval addresses pension issues that could act as a barrier to implementation of the Recruitment Plan.

4.6 Collective Agreements

As is the case with all other municipal police departments in British Columbia, the SPD's sworn members and officers will be members of a police union (the Chief Constable and members of their executive will not be union members). As the SPD is expected to have a large unionized workforce of sworn members and officers, negotiation of collective agreements will be required as soon as possible to successfully carry out effective recruitment. The SPD must expedite the negotiation of collective agreements for sworn employees so that it can be provided to prospective applicants. The agreements will outline the terms and conditions of employment agreed between the SPD and the Surrey Police Union (SPU) including details on renumeration.

Typical provisions contained within collective agreements include wages, benefits, vacation, premiums, hours of work, leaves, etc. Achieving certainty around these provisions will equip applicants with the information they need to make employment decisions with respect to applying to the SPD.

The following section outlines an expedited process by which the SPU could be established and enter into a collective agreement with the SPD via the Board. This approach would enable the Board to meet the timelines outlined for recruitment and would provide time for the Board and the Chief Constable to work towards a future collective bargaining process following the expiration of the initial collective agreement.

4.6.1 Establishing a Surrey Police Union

The SPU would be formed to negotiate collective agreements and to address other joint employer-employee matters with the SPD and the Board. The SPU will require the power to negotiate and enter into a collective agreement with the SPD. The BC Labour Relations Code stipulates that an employer cannot be involved in the creation of a union.

The Board will then have the option to enter into a voluntary recognition agreement that will recognize the SPU as the sole bargaining agent for the SPD sworn employees. A voluntary recognition agreement is a legitimate way for an employer to accept a union as the representative of its employees without going through the Labour Relations Board certification process. Clear parameters and guiding principles will be agreed upon prior to the negotiation of a collective agreement by both parties.

For the voluntary recognition arrangement to be secured, the SPU will need to demonstrate that it has the support of the majority of its ultimate membership. The process will involve, at the time of hire, that SPD sworn members and officers are given a copy of the SPD/SPU collective agreement and asked to expressly endorse it and accept SPU as their sole bargaining agent as a required condition of employment. The SPD/SPU collective agreement, similar to those in place for other municipal departments, could be agreed to by the Board and Once employees are in place, SPU would be led by those employees who choose to stand for election for the SPU union executive.

4.6.2 Establishing Collective Agreements

Once the voluntary recognition agreement is concluded, and the Board and SPU have negotiated a collective agreement, the collective agreement will require ratification by a majority of its members. For negotiations to occur, each party will need to employ people with the authority to contractually bind themselves to an agreement.

It may be impossible, or impractical, at this stage to engage in protracted collective bargaining prior to the SPD sworn employees ratifying the SPU to represent them. To establish a collective agreement through an expedited process, the parties could agree to adopt a collective agreement based on one adapted from a different municipality's agreement.

In building the SPD, the recommendation to the Board will be to enter into a collective agreement that recognizes the service and seniority of members joining from the RCMP and other police agencies.

The recommendation is to enter into fixed-term Letters of Understanding (LOU) to cover any unique provisions that would support the establishment of the SPD and the hiring of a large contingency of previously experienced officers. Once the SPD is at full-strength, and following the expiration of this initial collective agreement, the parties would be expected to resume standard negotiation practices thereafter and the LOU allowed to expire where appropriate.

The SPD will also negotiate a collective agreement for its civilian employees. The existing CUPE Local 402 Collective Agreement is set to expire in 2020. It is anticipated that the City will negotiate a new collective agreement with CUPE Local 402, sometime in 2021. At that time, the Board can determine whether it chooses to a) establish its own collective agreement with CUPE Local 402 or b) adopt the new collective agreement through a joint bargaining process with the City and CUPE Local 402.

The Integrated Transition Model and implementation plan envisions the transition of   existing civilian employees to the SPD from the RCMP Support Services Division of the City. In addition, the plan requires recruitment of   new civilian positions. At present, the civilian support services employees are members of the City's collective agreement with CUPE Local 402. The Board would move to adopt the existing collective agreement when it is established to facilitate the transition of these employees to the SPD. All new civilian the SPD employees would be hired under this agreement.

4.7 Next Steps

Although there are several outstanding items to be completed, most relate to the development and approval of collective agreements. Final resolution of these elements requires establishment of the Board and then negotiations with duly recognized entities, including the   the SPU, and CUPE Local 402.

Issues requiring discussion, negotiation and decision related to future collective agreements include:

- Ensuring the collective agreement is aligned with the strategic approach of the Board and the Department. This will be particularly important as it relates to the recruitment strategy as the Board and Department will want to ensure the collective agreement doesn't unduly hamper recruitment;

- Ensuring that the collective agreement does not inhibit the ability of management to manage items considered operational in nature;

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- Ensuring care is taken when adopting a collective agreement based upon that of another municipal department;

- Ensuring collective agreements do not hamper the operational ability of management to fully implement a community responsive policing model, with a significant portion of resources dedicated to front-line policing;

- Addressing specific issues related to provisions on annual leave, seniority and rank transfer from other police agencies, and limits on the use of fixed term contracts for pensioned exempts from other agencies;

- Understanding lessons learned from the establishment of the Transit Police in 2005 - key instructive insights include the development of the collective agreement, recruiting, and the development of a proactive, healthy organizational culture; and

- Determining which ranks a collective agreement will cover.

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CHAPTER 5: RECRUITMENT

Scope:

The development of a comprehensive recruitment and training plan.

5.1 Summary

The proposed Integrated Transition model is designed to ensure that the SPD sworn, and civilian employees will be hired and ready to assume policing responsibilities on the projected transition date, under the Integrated Command Structure outlined in Chapter 2.

This preserves the ability of the Board and the Integrated Command Structure to respond to operational conditions in real time and mitigates significant risks.

Chapter 1 outlines the City's capacity to support the Board in achieving the recruitment objectives.

The number of sworn and civilian staff proposed in the Integrated Transition Model for the SPD was determined through analysis of RCMP data, crime trends and consideration of different shifting and deployment models in municipal police departments. However, as noted in Chapter 1, these numbers have not been further independently verified by the Committee. Based on the proposed staffing targets and deployment model outlined in Appendix 1, the recruitment model is premised on these numbers being sufficient to commence operation of a municipal police department. This will be confirmed by the Board and Chief Constable once established. The Committee notes that once the SPD is operational, it will be desirable for the Board and Chief Constable to consider future planning needs to ensure the number of sworn and civilian staff keep pace with the demands for policing in Surrey.

Recruitment activities will be executed at the direction of the Board once established. No SPD recruitment will take place prior to the Board establishment. The first priority of the Board will be to hire the Chief Constable. Recruitment will begin in earnest as soon as the Board is established and a collective agreement is in place, with efforts focused on attracting highly qualified sworn officers currently working in other police agencies. Over the course of several phases, the proposed recruitment plan incrementally increases the strength of the SPD up to the projected transition date. Figure 9 outlines the key steps to be undertaken in the phases of the recruitment plan. Further detail is provided in section 5.4.
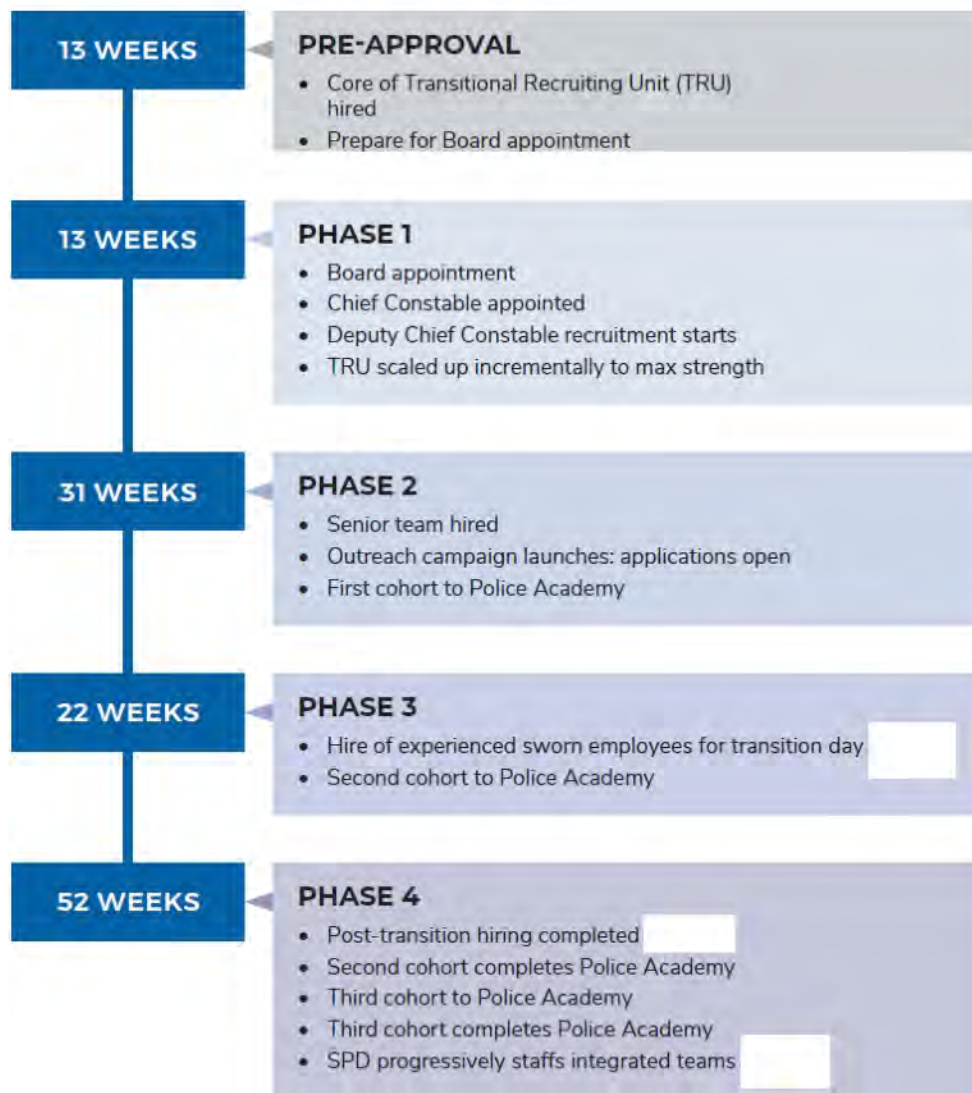
Figure 9. Schematic of Recruitment Phases

Recruiting is one of the most important activities of a police service. It is essential that the SPD comprise of sworn (and civilian) employees who have a commitment to Surrey and its residents, are prepared to engage with residents in a community-responsive policing model, and want to be involved in proactive initiatives designed to build trust and confidence in the police.

The SPD recruiters will carefully screen applicants to ensure they possess the qualities that will reflect the mission of the SPD to be a leading-edge police service driven by best practices, that works collaboratively to identify and respond to issues of crime and disorder. It is also critical that the SPD sworn employees reflect the diversity of Surrey, adhering to one of Sir Robert Peel's principles that "the police are the public and the public are the police."

The SPD will recruit for sworn employees that bring a community focus to their work and demonstrate the required skills to develop and sustain positive police-community partnerships. The proposed Integrated Transition Model allows for the SPD to meet its projected timelines with no expected impact to public or officer safety.

The City currently employs   civilian employees that support the RCMP. A civilian transition plan outlines how the Board and the City can migrate existing civilian employees into equivalent SPD civilian positions as required throughout the transition process, while ensuring there is no interruption to the support for the RCMP before the projected transition date. Section 5.4 also outlines the process to recruit   additional civilian employees required by the SPD. The Board will confirm the civilian transition plan and the City will work collaboratively with the Board to implement the civilian employee transition to the new Department.

5.2 Timeline and Responsibilities

The key steps to complete recruitment of sworn members and officers for the SPD are outlined in Figure 10. Timelines are projected based on currently available information but are subject to change by the Board. The blue bars indicate items to be delivered solely by, or work to be done on behalf of, the SPD and the other bars indicate where the SPD will work in collaboration with other partners to complete recruitment.
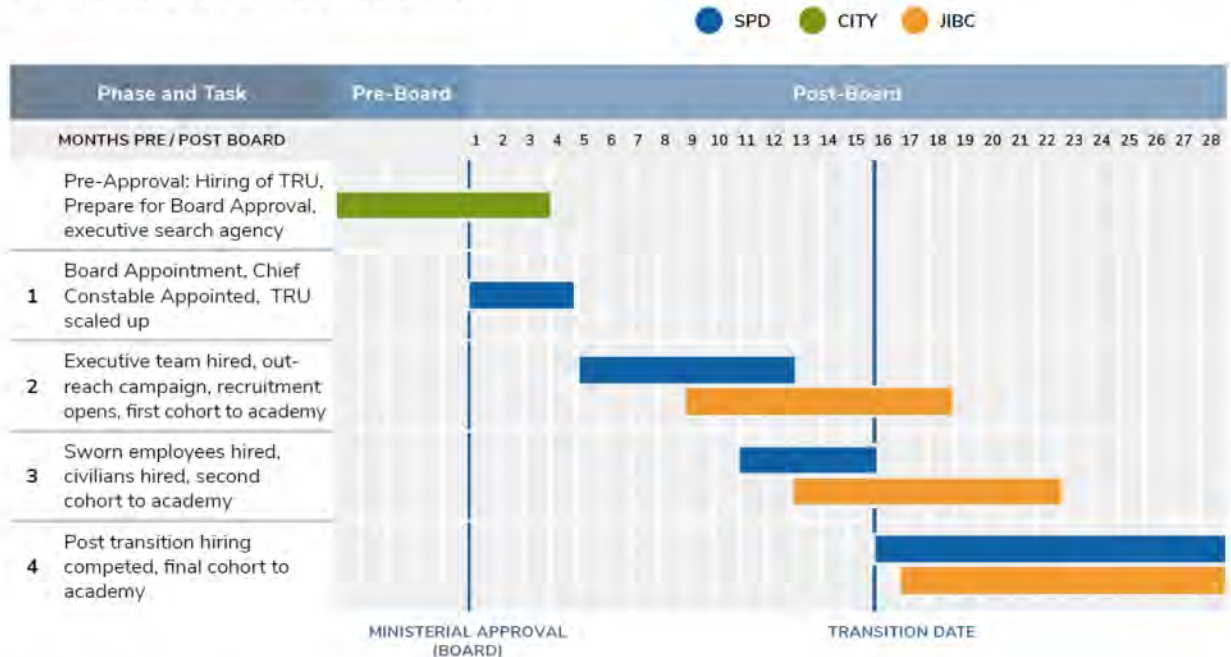
Figure 10. Timeline and Responsibilities for Recruitment

5.3 Assumptions

The development of the recruitment plan for the phased Integrated Transition Model has been guided by the following key assumptions:

Table 5. Recruitment Assumptions

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5.4 Phased Recruitment under the Integrated Transition Model

Recruitment will be based on hiring projections, which will become much clearer once the Board, Chief Constable and a Collective Agreement are in place. Specific measures will be taken at this point to get a sense of the level of interest in joining the SPD by members of the RCMP and members of other municipal departments. This information will provide the basis for developing the plan for going forward. Recruitment will be undertaken with appropriate urgency for the SPD to assume operational jurisdiction for policing in Surrey by the projected transition date under the support and approval of the Integrated Command Structure and the Integrated Transition Model. As such, recruitment activities have been summarized into a pre-approval phase and four subsequent phases outlined in this section.

5.4.1 Organizational Culture and Employee Value Proposition

Building a world-class community-responsive police Department that demonstrates service excellence and supports the residents of Surrey is a priority of the proposed Integrated Transition Model.

While maintenance of public safety and enforcement will always be the focus of the Department, this can be achieved by implementing a community-responsive model that integrates community engagement in every aspect of policing operation. The SPD's recruitment approach is a vital component in achieving this and will identify candidates that demonstrate a strong community focus and reflect the diversity of Surrey across multiple demographic dimensions (e.g., age, gender and sexual identity, cultural and socio-economic background).

Establishing a new organizational culture will be a priority for the Board and the Chief Constable as they integrate experienced sworn employees from across different departmental cultures and onboard recruits new to policing. The hiring protocol will ensure that the SPD is able to develop its own organizational culture, rather than replicating that of the police services where officers previously served.

The Chief Constable will devote considerable effort to creating and sustaining an organizational culture of respect, inclusivity, and shared vision and values. This will provide the foundation for the hiring practices outlined in the plan, and training as outlined in Chapter 6 (Training). This includes an SPD orientation training program for at least one month prior to deployment that (among other skills development) will define and develop core values and how these are reflected in standard operating procedure (SOP) for the Department.

The organizational culture will be characterized by a high degree of service, respect, collaboration and trust. The culture will develop over time and the health of the organization will be measured through robust human resources analytics. The employee value proposition of the SPD will clearly define the unique attributes and qualities of a career with the SPD, which will help attract high quality candidates. Employees of the SPD will have the opportunity to be part of a legacy in building a best-in-class policing service that serves one of Canada's fastest growing, and most culturally diverse cities.

The Board, Chief Constable and executive team will also foster an organizational environment that supports the physical and mental health of employees and their families. The SPD will embrace gender diversity, with zero tolerance for sexual or other workplace harassment or discrimination, consistent with the BC *Human Rights Code* and BC *Workers Compensation Act*.

Comprehensive, professional, and integrated HR management programs and policies will embed the SPD values and be key to organizational development. An effective employee health strategy will be developed to promote resilience and support the SPD employees as they navigate the evolving challenges and complexities of modern, urban policing. Recruiting and training approaches will also prioritize resiliency and mental health, Surrey specific knowledge and experience, and integration of the SPD within the community. The SPD will enhance its culture over time by implementing best practices in community-responsive policing, organizational development, recruit training and ongoing in-service training.

A competency framework will guide the way the SPD recruits, deploys, develops and retains high quality employees. Hiring candidates that align with the SPD values and culture will be achieved through a competency-based model. Understanding the changing dynamics of policing is a key consideration in hiring and retaining the best candidates. Outreach efforts and recruitment processes will be carefully designed to attract and hire candidates who are service focused, community focused, adaptive, resilient and agile in response to the changing needs of the community. Ideal candidates will have demonstrated experience engaging with the community and will understand the challenges and realities of modern, urban community-responsive policing. Knowledge of the key issues facing Surrey will also be a key factor in candidate selection and retention.

The proposed recruitment outreach communications plan outlines brand characteristics of the SPD and an approach to attract recruits. Candidates are expected to want to work in the SPD because they will:

- be part of an urban policing model in one of the fastest growing and most culturally diverse and dynamic cities in Canada;

- have opportunities for advancement based on demonstrated skills and a suitable fit with Departmental priorities;

- be at the forefront of community-responsive policing in a future-focused and dynamic Department;

- build their career and secure a high quality of life with their families in Surrey;

- receive remuneration and benefits that are competitive with other municipal departments;

- work in a Department that prioritizes the health of all employees and provides resources that are proactive and easily accessible; and

- be involved in serving a community that is eager to work collaboratively with the police to identify and address issues to improve quality of life.

5.4.2 Organizational Structure

The proposed SPD organizational chart (further elaborated in Appendix III) was developed as part of the original framework document (Appendix I) and based on analysis of the best practices in policing, and data from the RCMP, the VPD and analysis of crime trends. The proposed organizational structure has not been independently verified by the Committee as that was outside the scope of the study, but it is noted that it is typical of a large police department. The Board and the Chief Constable may modify the organizational structure and/or the deployment model once they have had an opportunity to review and consider all aspects of the proposed Integrated Transition Model.

The proposed organizational structure has three main divisions under the authority of the Office of the Chief Constable. These divisions are the Operations Division, the Investigations Division, and the Support Services Division. Each division will be under the command of a Deputy Chief Constable and will include sections (led by Inspectors) and teams within the sections (led by Sergeants). Figure 11 displays the proposed SPD organizational chart as it will appear when the Department is at fully funded strength.

The Office of the Chief Constable will include one Executive Officer responsible for the office's management and coordination. The Public Affairs Section will be led by a Communications Manager with public affairs experience and will be responsible for providing strategic communications advice to the Chief Constable and for coordinating all internal and external communications.

Three ranks are proposed below the executive positions of Chief Constable and Deputy Chief Constable. These are:

- Inspectors (managers);

- Sergeants (supervisors); and

- Constables (practitioners).

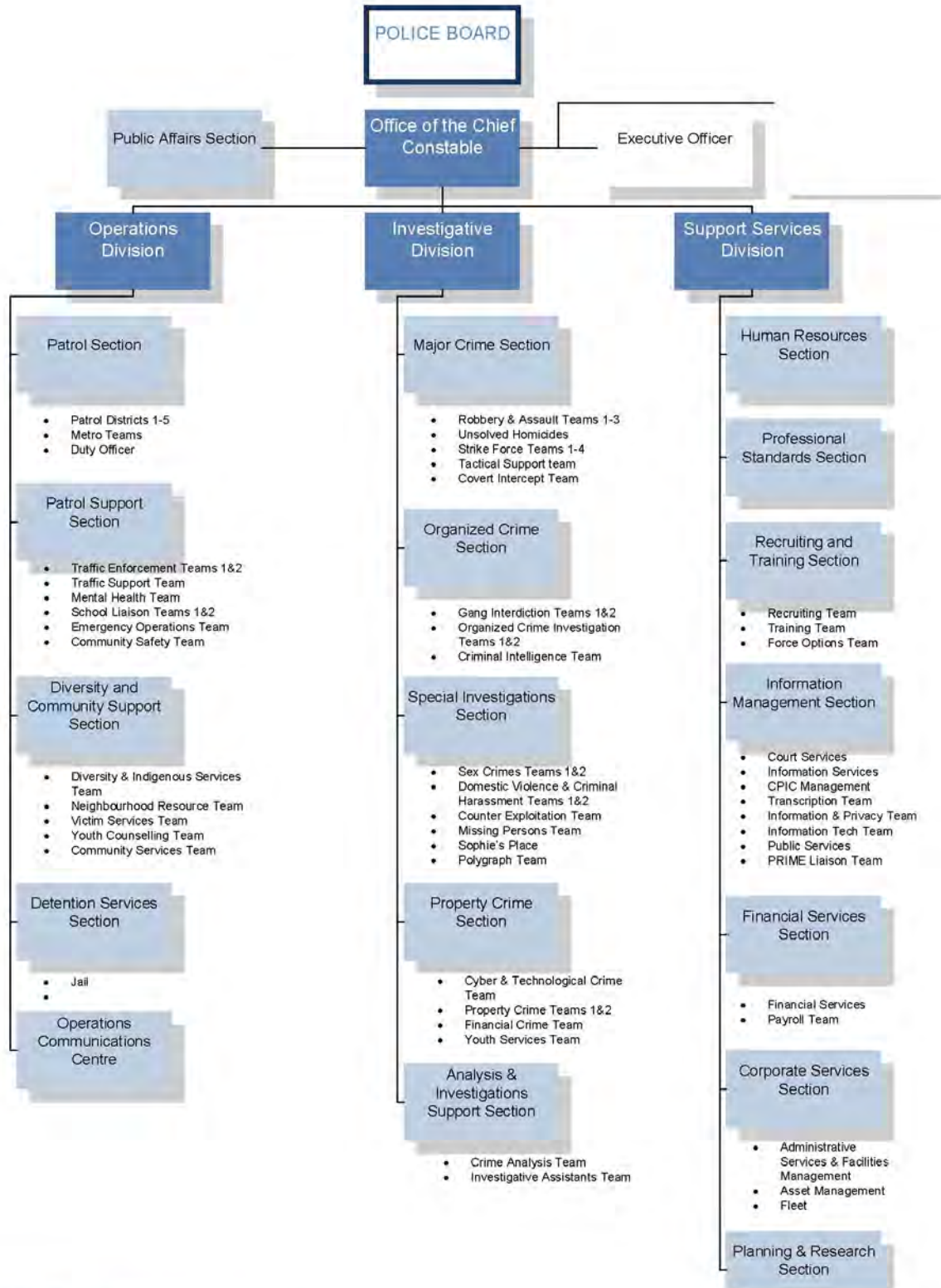As outlined in the recruitment plan the proposed model   _ _

Figure 11. Proposed SPD Organizational Chart

The flattened organizational structure is designed to increase the number of sworn employees working in the community and their visibility to residents.

The Operations Division will include all of the SPD's patrol, detention, frontline response, and diversity and community support functions.

The Investigations Division will include all the SPD investigative functions and direct investigative support functions, including covert surveillance and crime analysis.

The Support Services Division will include all the SPD support and administrative functions, including human resources, training, recruiting, asset management, information management, and information technology (IM/IT) functions, among others.

Recruitment of the Deputy Chief Constables (DCC) commanding the Support Services Division and Investigations Division will be an early priority for the Chief Constable. The DCC of Support Services will be responsible for the oversight of the TRU and the section responsible for establishing the policies and SOP for all aspects of the Department. The DCC of the Investigations division will have a key role in ensuring investigative file continuity.

5.4.3 Recruitment of the SPD Sworn Employees

The proposed SPD recruitment approach considers the changing dynamics of policing and the perspectives of prospective candidates. The TRU will consist of experts in police recruitment and contemporary HR practices and will ensure excellence in the recruitment and selection of the SPD employees. This will be achieved using modern talent sourcing techniques. The TRU will, under the direction of the Chief Constable, carry out the recruitment process in a manner that is transparent, highly engaging and efficient. The proposed recruitment outreach communications plan showcases the SPD employer brand and is focused on attracting the best-quality candidates who have demonstrated a commitment to their community and who reflect the diversity of Surrey. Hiring candidates who are committed to building trust and connections between the community and the police will be a key consideration. The proposed recruitment processes for in-service, previously experienced sworn employees, and recruits are described below.

Previously Experienced Sworn Employee Selection

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5.4.4 Recruitment of New Civilian Employees

Recruitment for the new Department also requires that the TRU scope and select candidates for new civilian positions.

5.5 Next Steps

Once established, the first recruitment priority of the Board will be to hire the Chief Constable. Following the appointment of the Chief Constable, and once all recruiting and selection policies and processes have been approved, the DCC for the Support Services Division and Investigations Division will be recruited. The DCC will work on developing specific policies and procedures for their respective divisions and will confirm their staffing priorities. The TRU will support the DCC in the recruitment of their section leads and confirm staffing priorities for the remaining divisional staff over the phased recruitment plan.

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CHAPTER 6: TRAINING

Scope:

The development of a comprehensive recruitment and training plan.

6.1 Summary

Consistent with the Integrated Transition Model, an integrated approach to recruit training is proposed for the SPD. The Justice Institute of BC (JIBC) is mandated as the Police Academy for BC and provides integrated training for all municipal police departments[1]. In addition, the Province of BC mandates training standards for all municipal police departments and the training curricula for both new recruits and in-service experienced officers. The Board and Chief Constable will be responsible to ensure all members and officers deployed are trained to the necessary standards.

The establishment of the SPD will contribute to the ongoing increases in demand for integrated recruit training across all police agencies in BC. The JIBC Police Academy has a demand-based planning model and has existing processes in place to canvass municipal departments to identify future demand and scale their program delivery accordingly. Once established, the SPD will become part of this process.

Servicing this ongoing increase in demand for municipal police recruit training is the first pillar of the approach for the proposed Integrated Transition Model as it relates to training. The addition of the SPD as the fourteenth municipal police agency in BC will contribute to an estimated annual (on-going) increase of approximately 30% in demand for recruit training.

All police agencies are anticipated to continue to require additional resources over time and the JIBC Police Academy model will need to adjust and be appropriately resourced (financial and human capacity) with support from all stakeholders to reflect this new reality.

The second pillar relates to the short- to medium-term spike in demand for recruits to establish the SPD and to backfill, with new recruits, those vacancies created by experienced sworn members and officers who have transferred out of municipal departments to join the SPD. It is noted that some sworn members and officers who chose not to join the SPD may be available to backfill positions for municipal departments which will mitigate the number of new recruits they will require in the short- to medium-term. In addition, this pillar recognizes that other municipal departments, not directly impacted by officers joining the SPD, may seek to meet their regular recruit training needs at a time when the JIBC Police Academy is scaling up to address the short- to medium-term spike in demand.

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[1] In this section, the term "municipal police department(s)" includes Designated Police Units created under section 4 of the Police Act, e.g., the South Coast British Columbia Transit Police Service and the Stl'atl'imx Tribal Police Service

Given the phased Integrated Transition Model, there is flexibility to further adjust these timelines to some degree, if the JIBC Police Academy is unable to scale its capacity to the extent anticipated. This approach addresses all the key issues concerning appropriate mandatory training for municipal police agencies in BC.

To achieve the phased Integrated Transition Model as it relates to training, the JIBC Police Academy must be supported appropriately by all key stakeholders to scale up its capacity to address the short- and long-term implications outlined in the two pillars.

In addition to the two-pillar approach, the SPD will establish its own pre- and post-academy training programs to address issues specific to policing in Surrey, and specific to the organizational priorities set by the Board and the Chief Constable.

6.2 Timeline and Responsibilities

Figure 12 outlines the key steps required to meet the two-pillar approach to recruit training for both the SPD recruits and those of other municipal departments. Timelines are projected based on currently available information but are subject to change by the Board.

6.3 Assumptions

The phased Integrated Transition Model as it relates to training relies on the following assumptions.

Based on these assumptions, the proposed Integrated Transition Model for training has been built with a two-pillar approach.

6.4 A Two-Pillar Approach for Integrated Training

6.4.1 Context

The JIBC Police Academy was established in 1978 for the purpose of creating a collaborative education and training model for justice and public safety professionals in British Columbia.

It currently delivers recruit training through an integrated approach where recruits from municipal departments, the Metro Vancouver Transit Police and the Stl'atl'imx Tribal Police Service train together in mixed cohorts.

In 2016, the JIBC Police Academy launched a new recruit training curriculum that is grounded in evidence-informed education, concepts and principles. It provides an increased level of scenario-based training in addition to traditional classroom instruction.

In previous years, the JIBC Police Academy cohorts have grown significantly in response to surge hiring requirements of municipal departments. Examples are Expo in 1986 and the Winter Olympics in 2010. These examples demonstrate the ability of the JIBC Police Academy to respond to higher than normal demands for recruit training.

To meet the demands for recruit training outlined in the two pillars, the JIBC Police Academy must be fully supported by all stakeholders

6.4.2 Pillar One: Planning for the New Reality of Recruit Training Demand

The addition of the SPD as the fourteenth municipal police agency in BC will contribute to the estimated annual increase in demand of   from municipal police agencies. The JIBC Police Academy has a demand-based model that relies on collaboration with municipal police agencies to forecast projected recruit numbers for the upcoming year and then adjusts and scales up or down its capacity accordingly.

The SPD along with its municipal counterparts would work collaboratively with the JIBC Police Academy to ensure that this demand forecasting model supports the development of enhanced capacity. Taking this approach to the ongoing training needs of municipal departments will require collaboration and consultation across all relevant stakeholders. This would ensure future demand and its resulting impact on the JIBC Police Academy can be met through appropriate funding models and shared responsibility as befits an integrated approach to training in BC.

Table 7. JIBC Police Academy Additional Capacity Requirements for Increased Class Size

Addition of the proposed capacity outlined in Table 7 will have enduring benefits that can support the first pillar of the model, which is the ongoing increase in demand from all fourteen BC municipal policing agencies.

6.4.3 Pillar Two: Scaling the JIBC Police Academy for a Surge in Training

The second pillar relates to the proposed scaling up of the capacity of the JIBC Police Academy to respond to a time-limited surge in training demand from Surrey and from other municipal departments as they backfill experienced members and officers recruited to Surrey. The JIBC Police Academy has developed an approach that will meet the short- to medium-term spike in recruits for the SPD and for other municipal police departments.

6.4.4 Collaboration to Support the Two Pillars

The proposed Integrated Transition Model anticipates that the JIBC Police Academy will be scaled to support the two-pillar approach. It is important to note that, consistent with the integrated approach across all key domains, this plan recognizes the importance of collaboration to deliver the required capacity over the timeline anticipated.

6.5 The SPD Pre- and Post- Academy Training and In-Service Training

In addition to the mandatory training and the recruit training through the JIBC Police Academy, the proposed Integrated Transition Model includes training to be developed and delivered by the SPD Training Section under the leadership of the Board and Chief Constable. Sworn employees (both recruits and experienced members) will require onboarding training to ensure they have Surrey-specific contextual knowledge, are up to date with all certifications and use-of-force training, and understand the SPD culture, SOP and organizational values.

As well this training will support the community-responsive policing model that the SPD will use to drive its operational deployment. Experienced officers will be brought into the SPD from across municipal and federal police cultures; therefore, building a unified SPD culture around the Chief Constable and the Board's vision will be vital in the early stages. This in-house training will be designed by the City's Human Resources (HR) Department in consultation with the Board, the Chief Constable and the SPD Training Section as it is brought up to full strength. It will be delivered by the SPD's Training Section once established.

To support the two pillars approach, the City's HR Department and the SPD's Training Section will also develop and implement pre- and post- academy training and in-service training to maintain officer qualifications and skills. This will also support skill development with regard to key issues in the SPD's community-responsive policing model, trends in policing, and the development of a healthy and robust SPD organizational culture.

SPD recruits without any prior policing experience would be required to complete a one-month pre-academy orientation training program developed and delivered at the direction of the Board and Chief Constable. Following their completion of JIBC Police Academy training (Block I, II, and III), the recruits will then complete post-academy orientation training for one month prior to deployment. This training, which will augment the JIBC Police Academy curricula, will focus on additional skill development crucial to modern urban policing. This pre- and post-academy training will be similar in nature to the training delivered by other municipal police departments.

6.6 Next Steps

Recruitment activities outlined in Chapter 5 will ensure the hiring of the full number of experienced members and officers and new recruits needed to bring the SPD to full strength. The JIBC Police Academy has a history of rising to the challenge of surges in recruit training demand and has the demonstrated capability to meet the training requirements associated with the creation of the new SPD and its associated impacts on other departments.

The phased Integrated Transition Model has the flexibility to adjust to meet problems or challenges, including process or funding delays. Making the proposed training approach a reality requires the support and leadership of the Province and a new,

CHAPTER 7: INFORMATION MANAGEMENT/ INFORMATION TECHNOLOGY

Scope:

The development of a comprehensive plan regarding information management and information technology (IM/IT) including clarification into what IM/IT systems will be used (including PRIME access), the required clearance and licensing approvals and implementation requirements.

7.1 Summary

Policing IM/IT infrastructure, services and applications are currently delivered in an integrated model across Canada. This is not a new concept for law enforcement. In some cases, they may be hosted and managed centrally but are available to designated police agencies across different jurisdictions (e.g., PRIME-BC, JUSTIN, NPSNet). The original framework document assumed an integrated model with regard to IM/IT. Under the proposed Integrated Transition Plan and Integrated Command Structure, this is more important than ever and will form a core capability of the SPD during the transition and beyond.

The IM/IT infrastructure, services and applications that are proposed for the SPD to become operational fall into three broad categories;

1. Mandated Integrated Service Delivery – i.e., those that are provincially or federally mandated as integrated (e.g., PRIME-BC, JUSTIN, NPIS/CPIC) and will be made available to the SPD to initiate onboarding once the Board and Department is established;

2. Integrated Policing Operations with the RCMP and Shared Services Canada – i.e., those that are integrated because it is the most effective and efficient approach to service delivery during and after the transition (e.g., the network and telephony that supports the Operations Communications Centre (OCC) to manage dispatch of 911 calls for service and would require a Memorandum with the RCMP and Shared Services Canada); and

3. The SPD's Policing Administrative Service Delivery – i.e., those that will be built as new SPD systems (e.g., administrative systems for recruitment and payroll).

A collaborative cross agency IM/IT team has been brought together to complete analysis and planning around the integrated systems and systems specific to the SPD in each of these three categories. The team includes the City of Surrey, RCMP E-Division, Surrey RCMP, Shared Services Canada, and the Province. The team will add related agencies and other stakeholders as required including representatives from PRIME-BC and NPIS.

This chapter outlines the work completed to date and the proposed approach to IM/IT infrastructure, services and applications that will be needed to support the proposed approach to the transition. A detailed IM/IT implementation plan will be prepared for the Board to review once it is established.

Once the detailed design documentation and IM/IT implementation plan are approved by the Board, delivery of subsequent phases and the timing of each will be confirmed with some parts of the work delivered concurrently, and some requiring sequential implementation due to interdependencies with other aspects of the phased Integrated Transition Plan.

Approval Point

PHASE 1
Scoping and Analysis

PHASE 2
Recruitment Support and System Design

PHASE 3
Administrative Tools and Website

PHASE 4
Training and Onboarding Sworn Employees

PHASE 5
Police Operational System Testing

PHASE 6
E-Comm and Police Operations Systems

PHASE 7
Citizen-Centric System Design and Testing

PHASE 8
Police Operations in Production

PHASE 9
Citizen-Centric Systems Go-Live

PHASE 10
Sustainment, Maintenance and Enhancement

Figure 14. Phased Approach to IM/IT Design and Implementation

The City will work collaboratively with the Board to confirm IM/IT decisions and allocate whatever resources are necessary to complete the work.

7.2 Timeline and Responsibilities

The key steps to deliver the IM/IT infrastructure, services and applications for the SPD are outlined in Figure 15 below. Timelines are projected based on currently available information but are subject to change by the Board.

Figure 15. Timeline and Responsibilities for IM/IT

7.3 Assumptions

The following assumptions underpin the approach to integrated IM/IT during the transition and beyond.

Table 8. IM/IT Assumptions

7.4 Building the IM/IT Plan for the SPD

7.4.1 Mandated Integrated Service Delivery

The infrastructure, services and applications covered in this section relate to those that are provincially or federally mandated as having an integrated service delivery model. They relate to the first category of IM/IT for the SPD. This section briefly explains each system and outlines the information confirmed to date about the process to onboard a new municipal police agency to the required systems.

Tables 9-12 outline what each of the four main mandatory systems are, who manages these systems, and provides a brief description of the process by which the SPD could be onboarded to the relevant system/network.

Table 9. Police Records Information Management Environment (PRIME-BC)

What is it?	PRIME-BC is the multi-jurisdictional police records management system that is mandatory for the entire province. It enables real-time information sharing between police agencies and supports frontline policing, criminal investigations and crime analysis.
Who manages it?	PRIMECorp is the organization that manages PRIME-BC by providing operational and technical support for the system. In short, PRIMECorp is the custodian of police information and data contained within PRIME-BC. Since 2003, PRIMECorp has managed PRIME-BC under the direction of the Ministry of Public Safety and Solicitor General and the PRIMECorp Board of Directors. The board is responsible for the organization's strategic direction and its financial and operational results.
What process is involved in on-boarding SPD?	

Table 10. National Police Service Network (NPSNet)

What is it?	NPSNet is an umbrella term for the services provided in the National Police Information System (NPIS) .
Who manages it?	NPSNet is managed by RCMP in their capacity as the National Police Service and is overseen by the NPIS Advisory Board (NPIS-AB). RCMP's IM/IT section,
What process is involved in on-boarding SPD?	

Table 11. Justice Information System (JUSTIN)

What is it?	The Ministry of Attorney General on behalf of the Province maintains an integrated justice case management application and database, known as JUSTIN, to support the administration of all adult and youth criminal justice cases from initial police submissions to Crown assessments and through the court process. The JUSTIN application is comprised of a suite of modules that follows the operational workflow of the criminal justice process
Who manages it?	Ministry of Attorney General has primary responsibility for systems related to the courts and the justice system and works closely with the Ministry of Public Safety and Solicitor General. The Province has a committee responsible for oversight of the JUSTIN application and database.
What process is involved in on-boarding SPD?	

Table 12. Emergency Communications for British Columbia Incorporated (E-Comm)

What is it?	E-Comm provides two critical services for police agencies in BC: • Radio Communication Services • Primary Public Safety Answer Point (PSAP) 911 Services All Metro Vancouver police agencies rely on E- Comm's Wide-Area Radio Network for radio communications. Under this model police radios and radio communication channels are managed by E-Comm on a fee-for-service (subscription) basis. E-Comm is the first point of contact, or Primary Public Safety Answer Point (PSAP), for 9-1-1 callers in Surrey. E-Comm then directs calls to the OCC within Surrey for dispatch and response. E-Comm receives and processes about one million emergency calls each year from across the Province.
Who manages it?	E-Comm is governed under the Emergency Communications Corporations Act (1997). As a cost-recovery model, E-Comm is not structured to make a profit. It has a Board made up of representatives of municipalities and police boards who are shareholders in the organization as per the Act.
What process is involved in on-boarding SPD?	

Other related systems provided to Canadian police agencies would transition seamlessly to the SPD in the phased Integrated Transition Model as they are provincially and federally mandated.

What is clear is that there are defined dependencies and sequences by which each process must take place and there are trigger points to enable access to be granted. Figure 16 outlines these complex processes based on the Committee's early understanding of these processes. It is possible that parallel streams of work can take place concurrently while the appropriate reviews and approvals are being put in place however hard decision points are well defined (e.g., the SPD being designated as a Category 1 municipal police agency) which then enable later steps in the process.

Based on the analysis of the Committee it is also clear that RCMP and Shared Services Canada are critical partners for any of this work to be completed, highlighting the importance of the early engagement on the Integrated Transition Model outlined in Chapter 2 and the confirmation of the feasibility of a Memorandum of Understanding on IM/IT as further discussed in section 7.4.2. Building the necessary partnerships and obtaining the necessary approvals is a vital 'gate' for the critical path to onboard the SPD to these essential policing systems.

As well, it is abundantly clear that further progress to put in place the necessary documentation and authorizations for these IM/IT systems relies entirely on the appointment of the Board by the Minister. Early preparatory work only can be completed on behalf of the Board by the City, the RCMP, the Government of Canada and the Province of BC (including the BC Prosecution Service as it relates to the JUSTIN system). The appointment of the Board is the trigger for other formal process to begin per the process outlined in Figure 16.

Figure 16

Figure 16. Process to Onboard the SPD to NPSNet and PRIME-BC

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Table 13. Objectives by IM/IT Phase

7.5 Next Steps

Delivery of the SPD's necessary IM/IT infrastructure, services and applications will be undertaken by a cross-agency team which is already in place and working on elements of phase 1 and 2. The priority is to enable this work to continue as quickly as possible while the Board and executive team of the SPD is established.

This team will prepare the detailed design documentation and comprehensive IM/IT implementation plan for the review of the Board and the executive team once they are in place.

Following review and endorsement of the overall direction of the IM/IT plan the Board and the Chief Constable will work with the key stakeholders such as PRIMECorp, E-Comm Inc. and the Provincial Government to begin to onboard to mandated integrated systems covered in the first category of IM/IT items.

In parallel, the Board and the Chief Constable will work with the other key stakeholders to negotiate and agree on a Memorandum of Understanding that will govern IM/IT under the proposed Integrated Transition Model and Integrated Command Structure. These formal agreements must be put in place before IM/IT items in category two could be implemented.

CHAPTER 8: INVESTIGATIVE FILE CONTINUITY

> Scope:
>
> *The development of a comprehensive plan that addresses investigative continuity with detailed procedures for the effective transition of investigations to the new department, including file governance and accountabilities, stakeholder transition and any confidentiality or privacy concerns.*

8.1 Summary

The phased Integrated Transition Model for the establishment of the SPD is based on the premise that the SPD will assume operational jurisdiction for policing in Surrey on

Under Article 3.0 (s. 3.3 (a)):

…the parties agree, … to cooperate and assist each other to effect an orderly transition of service from the RCMP as the Municipal Police Service to such other police service that is authorized by the Province to carry out those powers and duties.

Given this provision of the MPSA, until the establishment of the Board, the City intends to enter into negotiations with the Province and the RCMP for investigative file continuity to ensure an orderly transition of active case files under the phased Integrated Transition Model. This chapter outlines the process by which these files will be reviewed and managed by the RCMP and the SPD under an Integrated Command Structure outlined in Chapter 2. The intent is to conclude or transfer as many of the files as possible in a timely manner.

While there is still much outstanding information to be gathered and confirmed regarding investigative continuity, given sufficient transition time, any investigative file can be successfully transitioned to new investigators.

8.2 Timeline and Responsibilities

Under the Integrated Transition Model, the Chief Constable and the Surrey RCMP OIC will work collaboratively to establish the IFCT and the processes for conclusion and/or transfer of all files held by both Surrey RCMP GD and plainclothes members. This process should be initiated no later than six months prior to the transition date. All timelines below are projected and subject to confirmation by the Board.

8.3 Assumptions

The IFCT will be established to oversee the file review, conclusion or transfer of active case files. There are several key principles that will guide this team, and these will be reflected in the agreement establishing the team.

Table 14. Investigative File Continuity Assumptions

8.4 File Continuity Plan

In the interest of public safety and best practices, police investigations, regardless of the originating agency, must be pursued methodically and diligently to their conclusion. Regardless of the complexity of the case files, there are a number of important factors that can contribute to successful investigative outcomes. Consistency and continuity are two key factors since they contribute to preserving the integrity of investigations. Areas where the importance of consistency and continuity are obvious include:

- support for victims and their families and for witnesses;

- handling and disposition of evidence;

- investigators' notes;

- file knowledge (background and ongoing);

- ongoing legal applications such as search warrants or DNA warrants;

- disclosure requirements; and

- preparation/recommendation of charges.

8.4.1 Establishment of the Integrated File Continuity Team (IFCT)

8.4.2 Detailed Data Analysis and Findings

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Table 15. Anticipated Workload by Organizational Area on Transition Date

Historical and Prolonged Cases

8.4.3 General Duty File Management

8.4.4 Plainclothes File Management

8.4.5 Major Case Management

The Province of BC has set out specific guidelines and processes (*BC Provincial Policing Standards 5.2: Major Case Management*) for Major Case Management (MCM) which is a structured approach to managing serious investigations. Although described as guidelines, there are mandatory requirements for specific types of investigations. These include:

- Homicides, as defined in s. 222(4) of the Criminal Code of Canada;

- Missing persons, if foul play is suspected;

- Found remains, if homicide is suspected;

- Sexual assaults that are suspected to be serial or predatory in nature;

- Criminal investigations of:

  - workplace deaths or serious injury, or

  - mass casualties and injuries; and

- Non-familial abductions.

Using the MCM approach, the IFCT will assess all files that fall under these guidelines to ensure the required materials in cases are maintained and reported as per the British Columbia Provincial Policing Standards Section 5.2.1.

8.4.6 Missing Persons Case Management

The Province of BC set out specific guidelines and processes for the management of cases involving missing persons (*BC Provincial Policing Standards 5.1: Missing Persons Investigations*). The purpose of the BC Provincial Policing Standards for Missing Person Investigations is to establish the overall approach to be taken in missing person investigations in British Columbia. The intent is to ensure that all missing person investigations are prioritized and undertaken at a high standard appropriate to identified risks.

The underlying principles of the Standards are:

- *"There should be no barriers to reporting a missing person and investigations should begin without delay.*

- *Investigations into persons reported missing should initially be approached as high risk until a risk assessment is completed.*

- *Aboriginal women and girls are at an increased risk of harm.*

- *If foul play is suspected, the case must be assigned to a serious or major crime section.*

- *The safety and wellbeing of the missing person should be the primary concern driving investigative tasks and decisions.*

- *Police officers need discretion to address the unique needs of each case, with accountability for decisions through supervisory review.*

- *Cooperation between police forces is crucial to missing person investigations.*

- *Families and reportees must be kept appropriately informed of the progress of an investigation and treated with compassion and respect.*

- *A proactive approach should be taken towards missing person investigations.*

- *Going missing is not in and of itself a crime. (BC Provincial Standards 5.1: Missing Persons Investigations)"*

The IFCT must ensure that all missing persons files are transferred over (if appropriate) in a manner that maintains and adheres to the principles set out in the Provincial guidelines.

8.4.7 Domestic Violence Case Management

The Ministry of Public Safety and Solicitor General, along with the Ministry of Attorney General and the Ministry of Children and Family Development, have developed a policy to address Violence Against Women in Relationships (December 2010). This policy contains numerous directives for police when investigating and documenting cases involving domestic violence. The IFCT must ensure that all transition procedures are mindful of these directives and will set out procedures to ensure the proper steps are followed upon any transition of the file to the SPD (*Violence Against Women in Relationships (VAWIR), December 2010*).

8.4.8 Quality Assurance

8.4.9 Audit Function

The capacity and proposal for an audit function to monitor the file transfer process, as well as the quality assurance procedures, should reside within the quality assurance framework. This process would be developed and agreed to by the Integrated Command Structure and ICFT. It would run parallel to the QA and ICFT processes and would ensure both continuity and integrity of the investigative process are maintained throughout the transition process.

8.5 Support for Victims and their Families, and Witnesses

The phased Integrated Transition Model recognizes that any discussion of file continuity and transfer must include consideration of not only witness and evidence, but victims and families and their involvement in the process. Victims and their families must be considered as paramount during this time. They will undoubtedly require additional information about their cases, who will be handling them going forward, and how they will be addressed by the new Department (if applicable).

A communication plan and Victim/Family Support Protocol will be put into place to outline the responsibilities for communication, additional resources in terms of support both within and outside the police service, and a follow up structure and timeline to ensure that this group is not left behind in this process.

8.6 Consultation with Crown Counsel

8.7 Next Steps

A key feature of the RCMP as a national police force is the routine transfer of officers. The reasons for the transfers within the RCMP include promotion, transfer to another detachment, or transfer to provincial or federal policing units in BC or other provinces.

The expertise of members in Surrey RCMP, combined with the leadership provided by the Integrated Command Structure, should ensure that the file review process is undertaken with the required rigour and efficiency to support the transition and maintain public safety and file integrity.

In conclusion, police investigations are undertaken with a great deal of commitment and conscientious effort for the benefit of the public, regardless of which police agency has jurisdictional authority. Investigative file continuity is therefore a priority of the police transition implementation plan in Surrey. This chapter has outlined a comprehensive approach to management of active files before, during and following the transition to the SPD.

CHAPTER 9: ADDITIONAL BUSINESS IMPACTS

Scope as per the letter from the ADM:

An overarching business analysis of the impact to policing in BC which will detail the potential impacts of a policing transition of this scope and scale, and how it may affect policing across the region and across the province.

9.1 Summary

A transition of policing models from the RCMP to a municipal police department will create impacts that extend beyond the City of Surrey. This chapter identifies some of the anticipated impacts not addressed in previous chapters and offers some options and recommendations for next steps on each issue area. Where possible, the responsibility to address such impacts is identified. The impacts discussed will affect a number of stakeholders, and it is important that proper consultation be undertaken, including with First Nation governments. The proposed Integrated Transition Model, as put forward by the Committee, is expected to allow for these recommendations to be implemented where appropriate and feasible.

9.2 Issues Involving the SPD/City of Surrey

9.2.1 Impacts to Indigenous Peoples and Communities

A policing transition in Surrey will necessitate addressing how policing for the Semiahmoo and other First Nations will be affected, as well as for Indigenous people living off reserve. Alternative policing arrangements may need to be put in place to ensure public safety. The Province, the City of Surrey and Public Safety Canada have responsibilities to engage with these groups to hear their input, including concerns, and to address this information including developing potential options. Any additional First Nations expressing interest or concern with the transition should also be engaged and their views considered in the implementation of the proposed model.

Surrey is home to the largest off-reserve urban Indigenous population in BC. As of 2016, 30,460 individuals self-identify as Indigenous in Surrey: 54.5% as First Nations, and 42.2% as Metis, according to the City of Surrey. The annual growth rate of Surrey's Indigenous population was 4.9% from 2011-2016, which is significantly greater than that of the City of Vancouver.

Semiahmoo First Nation's main community is located on the Semiahmoo Reserve located within the City of Surrey boundaries. There are approximately 120 residents on Semiahmoo First Nation, most of whom are non-First Nation and occupy leased/rented residences (non-First Nation). As of 2019, approximately 50 Semiahmoo descendants remain on the Semiahmoo First Nation reserve while the remainder live off reserve.

The Semiahmoo First Nation is independent; they do not belong to a Tribal Council and are not participating in the BC Treaty process. They may have service-level agreements for policing with the City of Surrey, which should be considered through engagement with both parties. These agreements may provide a path to allow for further engagement and police service-level discussions.

The Semiahmoo First Nation currently receives policing services from the Surrey RCMP. Because the Semiahmoo First Nation's reserve is within the City of Surrey boundaries, the City has the responsibility to provide policing services pursuant to s.15(1) of the Police Act.

The Surrey RCMP is currently involved in many initiatives serving both land-based First Nations such as the Semiahmoo and Indigenous communities living off-reserve. These initiatives should be considered for replacement or integration into the SPD. For example, Surrey RCMP has a Diversity & Indigenous Peoples Unit, whose mandate is to enhance Surrey Detachment's ability to connect with diverse communities in the city. The Unit is comprised of a Diversity & Indigenous Sergeant, a Corporal, a Constable, a First Nations Policing Constable and two municipal employee Diversity Coordinators.

The unit is involved in many community-based projects, such as participating in cultural events and programs, and hosting workshops, community safety meetings and outreach events. Surrey RCMP also participates in the following groups:

- BC Law Enforcement Diversity Network (BCLEDN)
- Inter-municipal Diversity Committee
- Organizing Against Racism and Hate Network (OARH)
- Surrey Urban Indigenous Leadership Committee (SUILC).

Next Steps for Surrey

The large Indigenous off-reserve population of Surrey should be identified as a priority group for engagement regarding the policing transition. The City is currently involved in strong diversity engagement efforts and should continue its current City programming. The SPD should also consider continuing with the initiatives put in place by the Surrey RCMP and consult on any changes as necessary.

In addition, communication should be initiated with the Semiahmoo First Nation to ensure their service requirements are considered within the future policing framework for Surrey.

9.2.2 MOUs and Agreements

The Surrey RCMP currently operates under numerous service and information sharing agreements with external partners and stakeholders, some of which are outlined in formal Memoranda of Understanding (MOU), and other agreements that may be long-standing, expired, or undocumented. Partners and stakeholders in such agreements with the Surrey RCMP may include federal or provincial ministries, municipalities, non-governmental organizations, social service providers, First Nations, and other policing and law enforcement units.

Through a transition process, all existing MOUs and agreements, both formal and informal, will need to be identified, assessed for impact and responsibility, and renewed or updated to address potential changes and reflect operations for the SPD. Impact assessments will need to include an understanding of the agreement's role in the maintenance of public safety, including analysis of implications to Surrey and, the greater region and/or the province, as well as identify any implications if not updated or renewed.

In some cases, established agreements must be formalized prior to the establishment of the SPD. Others may be renewed or renegotiated at the discretion of the Chief Constable and/or Police Board. Examples of MOUs and agreements may include, but are not limited to, those with the BC Coroners Service, BC Corrections Branch, Correctional Service Canada, the Independent Investigations Office, WorkSafe BC, and the Real Time Intelligence Centre.

An identified risk to updating the agreements is that, where the original signatories are not available, appropriate counterparts with the required authorizations will need to be identified. This is especially applicable for historic MOUs and agreements. Further, MOUs may have been developed pursuant to legislation that will no longer be applicable. For example, MOUs will often reflect privacy considerations; currently, the RCMP is subject to the federal Privacy Act, but the SPD would be subject to the provincial Freedom of Information and Privacy Act (FIPPA).

Another risk to the review of these files is that, in the case where multiple stakeholders are identified, updating the agreement may trigger a desire by one or more stakeholders to renegotiate the terms of the agreement. This may delay or otherwise impact service delivery, should agreement on an acceptable amendment not be reached.

Next Steps for Surrey

In a transition planning phase, it is recommended that the SPD Chief Constable, with Board oversight/involvement as appropriate, be responsible to determine a process to identify and address all MOUs and agreements. This process should include a complete inventory and prioritization of current agreements, and the initiation of the formal process for re-negotiation or withdrawal from the agreements.

A similar process should also be undertaken by the Province for all agreements and MOUs that fall under provincial responsibility.

9.3 Issues Primarily under Provincial Jurisdiction (that may involve the SPD/City of Surrey)

9.3.1 Katzie First Nation (Barnston Island Indian Reserve)

The Katzie First Nation's main community is located on Katzie Reserve No. 1 on the north shore of the Fraser River within the boundaries of the City of Pitt Meadows. It is policed by the integrated Ridge Meadows RCMP Detachment. The Katzie First Nation has a registered population of 600 people, with approximately 300 members living on Katzie First Nation reserves. The Katzie First Nation is in stage 4 of the BC Treaty Process, which may have future implications for their policing arrangement. There is no First Nations Policing Program (FNPP) agreement in place for Katzie.

Katzie's Barnston Island Reserve No. 3, located on the southeast shore of Barnston Island, has approximately 50 residents and comprises approximately 28% of the total population living on Barnston Island.

Barnston Island is an unincorporated area that falls under the jurisdiction of Electoral area "A" Metro Vancouver, which is outside the jurisdiction of the City of Surrey. As an unincorporated area the Province is responsible for providing policing per s. 3 of the *Police Act*. Currently, Barnston Island is receiving services from the Surrey RCMP on the Province's behalf. However, while the City of Surrey is a stakeholder in this matter, it ultimately has no responsibility for policing on Barnston Island.

Historically, a Provincial Business Line (PBL) RCMP position was attached to the Surrey detachment to fulfill policing responsibility for Barnston Island. The PBL RCMP member was moved in 2007 due to a RCMP decision, thus no provincial position currently exists within Surrey detachment to cover policing for the Island.

Access to Barnston Island is from Surrey by ferry, which presents several challenges during flood season and, as such, Emergency Management British Columbia (EMBC) and Metro Vancouver should be included in consultations.

The policing options presented below are for Barnston Island as a whole; however, Policing and Security Branch must monitor the progress of the Katzie Nation's Treaty negotiations to determine if policing responsibilities or models may change – or need to change- in the future. It will be important to understand the current calls for service and associated workload of the Surrey RCMP for Barnston Island to further inform the future policing needs of this community.

Next Steps for the Province

The Province should engage the Katzie First Nations, as well as a representative from Electoral Area A, regarding a new policing arrangement for Barnston Island.

9.3.2 Provincial Emergency Management

Current State, Implications and Considerations:

Emergency management in BC is a shared municipal and provincial responsibility, coordinated provincially through Emergency Management BC and locally through local governments and municipalities. In the case of an emergency, the Provincial Police Services Agreement (PPSA) includes provisions to withdraw up to 10 per cent of police resources from RCMP policed municipalities.

Surrey's transition to the SPD, once completed, would eliminate the ability of the Province to withdraw RCMP police resources from Surrey to respond to emergency management needs such as floods, fires, and other emergencies in areas throughout the Province. This impact would result from the reduction of RCMP members from the MPSA, and the termination of the City's MPUA.

At present, the Province is unable to redeploy municipal police officers while satisfying municipal police departments' concerns regarding indemnification, unless the municipal members/officers are already seconded to an RCMP-led integrated unit, in which case the indemnification issue is addressed through existing secondment processes. Further clarification and measures must be sought to address this issue, as explained below.

Considerations for the Province include:

- The *Police Act* and the *Emergency Program Act* include provisions for the deployment of municipal police members/officers to respond to an emergency; however, their ability to satisfy municipal police departments' concerns regarding indemnity must be further clarified:

- As per s. 38(2) of the *Police Act*, if the minister believes an emergency exists outside the municipality in which a municipal constable is employed, the Minister may direct one or more municipal constables or special municipal constables to the part of British Columbia in which the emergency exists. However, s.38 does not clarify command jurisdiction and does not address liability or indemnification issues for police boards/municipalities when their members work outside their jurisdiction for emergencies.

- As per s. 68 (1) of the *Police Act*, the provincial police force, a municipal police department or a designated policing unit must, on receiving a request for temporary assistance made by another police force, police department or designated policing unit, assign to the requesting police force, police department or designated policing unit the members and equipment practicable to assign for the purpose.

- Pursuant to s. 10(1)(e) of the *Emergency Program Act*, in a state of emergency the minister may authorize or require any person to render assistance of a type that the person is qualified to provide or that otherwise is or may be required to prevent, respond or alleviate the effects of an emergency or disaster.

- S. (18) of the *Emergency Program Act* provides exemption from civil liability but is predicated upon the individual being able to demonstrate they were acting in good faith and were not grossly negligent.

Only municipal police officers participating in formal integrated units with the RCMP can currently be redeployed to assist with a provincial emergency, as MOUs exist to address liability and indemnification issues.

The PPSA also provides the ability for RCMP members from out of province to be redeployed to assist in a state of emergency.

Next Steps for the Province and Partners:

The MPSSG, Policing and Security Branch, in partnership with EMBC, should initiate discussions with E Division RCMP to consider all financial, human resource, policy and operational impacts on emergency management in BC resulting from the creation of the SPD. E Division Criminal Operations (CROPS) and Operations Strategy Branch (OSB) are key touch points.

The responsibility of the Province to provide indemnification to municipal police members in emergency situations should be further clarified and established.

The Policing and Security Branch, in partnership with EMBC, should examine opportunities to access municipal police departments and clarify command structures in the event of an emergency.

The Policing and Security Branch should explore the possibility of establishing an MOU with the RCMP, municipal police departments and designated policing units in the event of a provincial emergency or special event and ensure the MOU addresses liability and indemnification issues.

9.4 Issues under Provincial and/or Federal Jurisdiction (that may involve the SPD/City of Surrey)

9.4.1 Semiahmoo First Nation

The Semiahmoo First Nation receives enhanced policing through the RCMP's First Nations Policing Program, by way of a Community Tripartite Agreement (CTA) between the provincial and federal governments and Semiahmoo First Nation. An additional 1 FTE position will be added to their existing CTA in December 2019/January 2020, which will increase their allocation to ⁼TEs under the CTA. Through the CTA, the Semiahmoo First Nation can determine its own policing priorities and monitor its policing service under the CTA. The designated officer(s) is mandated to provide culturally sensitive and responsive services and work full time on the reserve.

As the Semiahmoo are not a Treaty Nation and they fall within the municipal boundaries of Surrey, they will not bear the cost of their policing arrangement. They will only be responsible for additional funding should they wish to supplement their policing services beyond the current day-to-day services and CTA.

Next Steps for the Federal Government, Province and Partners

The Province, the federal government, along with the City, should engage the Semiahmoo First Nation on issues surrounding their CTA being delivered through the SPD in the future; any arrangement must be achieved through consultation and by agreement. The City, the Policing and Security Branch and Public Safety Canada must be included in engagements regarding enhanced policing and clarifying the nature of future agreements.

9.4.2 RCMP Officer Movement

The proposed Integrated Transition Model agreed upon by the Committee, although not contemplated in current agreements, has benefits for all parties.

As a transition of this nature has not been embarked upon before, the current contract does not have adequate wording to cover the anticipated transition model.

Implementing the proposed phased Integrated Transition Model allows for adequate time and collaborative work between the SPD and the RCMP to develop a detailed plan related to the movement of RCMP resources. The transition has the potential to impact municipalities across the region, as well as areas of provincial responsibility, and should therefore be communicated to the Province and support sought where feasible and appropriate.

Phased Transition Process

A collaborative phased human resources plan is required to support the Integrated Transition Model, including a detailed timeline and risk mitigation strategies. The plan must be comprehensive and reflect the terms under the MPUA/MPSA to ensure that contractual obligations are met. The Committee notes that during the agreed transition period, the City will have responsibility to fund its obligations under the MPUA

Considerations must be made to prevent the premature reduction of RCMP members in Surrey for the agreement to meet public safety requirements and satisfy the Minister that adequate and effective policing is maintained. As per s. 17 of the *Act*, should the Director of Police Services (the Director) determine that adequate and effective policing is not sufficiently maintained, actions may be taken, including the use of the provincial police service to police the municipality, at cost to the City.

Next Steps for the Federal Government, RCMP and Partners:

A collaborative human resources plan regarding RCMP resource movement should be developed with the City, RCMP E Division and Public Safety Canada with the support of the Province.

9.4.3 Division Administration Costs

Division Administration refers to the charges associated with the RCMP administrative support functions one would expect to occur with the provision of policing services (for example, HR, IT/IM, maternity/paternity leave, health services, payroll services, etc.). These costs are shared amongst all business lines in E Division (Federal, Provincial, Municipal and First Nations policing) for their portion of these costs.

Payment for division administration is identified in the PPSA under Article 11.2(g) and is based on the calculated 'Per Capita Rate' and FTE usage for each business line. Per Capita Rate determines the cost per member for the centralized services, which is then applied to the number of members in each business line to determine the division administration costs for the province and municipalities. This calculation is conducted annually by the RCMP.

Transition Implications

In 2017, the Surrey RCMP detachment's authorized strength was   members, which constitutes approximately   of the total   RCMP members in E Division. A loss of members as a result of a major police transition would decrease the total number of FTEs in E Division, which could impact the Per Capita Rate, and therefore division administration costs for all units respectively.

                                                                                    ; thus, the overall Per Capita Rate may remain similar, as both the administrative costs and the number of FTEs are expected to decrease at approximately the same rate.

Next Steps for the Federal Government, RCMP and Partners:

Communication is required with the Local Government Contract Management Committee (LGCMC), a subgroup of the Union of British Columbia Municipalities (UBCM), to confirm municipal budgeting reflects the authorized strength identified in their Annex A. Consideration for an increase in RCMP member transfer costs, which are non billable costs, will need to be addressed by the RCMP and may require that additional federal funding be secured. The Province, LGCMC, and the RCMP should continue to collaborate to manage possible changes in division administration costs resulting from a transition from the RCMP to the SPD.

9.4.4 RCMP Pacific Region Training Center

The policing transition would have an impact on the RCMP's Pacific Region Training Center (PRTC). On-going training for RCMP members in BC is provided primarily by PRTC, and costs for training are recovered by way of user fees charged to the detachments or home units of members utilizing this facility.

Next Steps for the Province, RCMP and Partners:

The Province should consult with E Division and the PRTC regarding anticipated impacts to user fees, if any, as a result of this transition.

The Province should communicate with the LGCMC to ensure municipalities are informed of the potential impacts to their budgets and plan accordingly.

CHAPTER 10: NEXT STEPS

This chapter summarizes the next steps outlined in each of the key study areas contained in the report that are necessary for a successful transition to a new Surrey Police Department. The Committee notes that there are many additional implementation steps, not included below, for areas outside the scope of study for this report, but which are also necessary for a successful transition.

Integrated Transition Model

- Reaching an Agreement in Principle between the SPD/City of Surrey and the RCMP (followed by a formal Memorandum of Understanding) to implement the proposed phased Integrated Transition Model.

- Establishing the Board (following Ministerial approval) and recruiting a Chief Constable are also critical to implementation of the Integrated Transition Model.

- Refining and further defining the proposed Integrated Transition Model and associated implementation plans.

- Establishing a Change Management Committee to support implementation of the proposed Integrated Transition Model.

Pensions and Collective Agreements

- Developing, and getting Board approval for, collective agreements.

- Entering into negotiations with duly recognized entities, including the   the SPU, and CUPE Local 402.

- Completing actuarial assessments to aid with recruitment.

- Confirming with the RCMP and the Government of Canada the resources the Board expects to require for actuarial assessments and to support the transfer of employees to the SPD and the reduction of the Annex for Surrey detachment.

- Understanding lessons learned from the establishment of the Transit Police.

- Determining which ranks a collective agreement will cover. For example, whether Inspectors may have a separate union or remain exempt employees with fixed term contracts like the executive.

Recruitment

- Recruiting a Chief Constable is the first priority for the Board once established.

- Confirming the recruitment processes, policies and procedures to support hiring of all sworn and civilian employees.

- Recruiting the individuals who will staff the Transitional Recruiting Unit

- Recruiting the Deputy Chief Constables and section leads to aid in the development of SOPs for specific sections.

Training

- Entering into multilateral discussion between the City, the Board, the Province and the JIBC Police Academy and other stakeholders as required to

- Recruiting the HR and Training section leads for the SPD and having those individuals work with the City's HR Department to implement in-house training (pre- and post-academy).

- Identifying organizations that can collaborate with the SPD to provide necessary training for experienced officers to ensure they meet all mandatory training standards (e.g., the and/or commercial service providers).

Information Management/Information Technology

- Completing the current state inventory and analysis by the cross-agency IM/IT.

- Preparing detailed design documentation and options for presentation to the Board, regarding the necessary infrastructure, services and applications for the SPD.

- Entering into multilateral negotiations with the RCMP, Public Safety Canada, and Shared Services Canada
     for IM/IT elements in category 2.

- Entering into multilateral discussions with the Province

     with respect to onboarding of the SPD to mandatory systems in category 1.

- Completing detailed implementation plans for new category 3 SPD infrastructure, services and applications for approval by the Board.

Investigative File Continuity

- Entering into detailed planning discussions with the RCMP and others to confirm and further refine the proposed approach to file continuity.

- Confirming the number of, and process by which, members of the RCMP and the SPD will collaboratively manage file review, conclusion and transfer.

Additional Business Impacts

- Initiating consultation with the Semiahmoo First Nation and other Indigenous communities in Surrey living off reserve to ensure their service needs are considered within the future policing framework for the City.

- Confirming the SPD approach to existing diversity initiatives in place with the Surrey RCMP and consulting on any changes as necessary.

- Identifying and creating an inventory of existing MOUs and formal and in-formal agreements (between all relevant stakeholders – e.g., the RCMP, the Province, the City, First Nations etc.) and initiating a formal process for re-negotiation or withdrawal from the agreements as appropriate.

- Engaging the Katzie First Nation and representatives from Electoral Area A regarding new policing arrangements, with this work to be led by the Province.

- Confirming, with EMBC and other partners the process by which the Province would indemnify municipal police members in emergency situations.

- Establishing a possible MOU between the Policing and Security Branch. the RCMP, EMBC and municipal police departments to outline the process for the SPD or others to provide support during provincial emergencies or special events.

- Engaging in discussion with the Semiahmoo First Nation, Public Safety Canada, the Province and the City of Surrey/SPD to review the current CTA and determine how enhanced First Nations policing services may be delivered in addition to the legislated responsibilities of the municipality to provide day-to-day policing services.

- Developing a collaborative plan regarding RCMP resource movement with the City of Surrey, RCMP E Division and Public Safety Canada with the support of the Province.

- Communicating between the Province, E Division RCMP and Public Safety Canada to confirm impacts and secure required funding arising from possible RCMP member transfer costs.

- Consulting between the Province, E Division and LGCMC regarding anticipated impacts to PRTC

- Collaborating with the Province, LGCMC, the RCMP and other municipal departments to manage possible changes to divisional administration costs.

CHAPTER 11: RECOMMENDATIONS

This report outlines the key areas of study completed by the PMPTSC, relative to the direction received from the Chair and the Director of Police Services.

It has provided contextual information on each of the study issues and has indicated areas where the Committee has identified possible next steps for relevant organizations to complete to fulfil their mandates and put in place the necessary elements to establish the Surrey Police Department. Detailed elaboration of next steps in each study area is included at the end of each chapter.

This section summarizes the vital overarching recommendations from the Committee to the Director of Police Services to ensure the implementation of the SPD is consistent with the BC *Police Act* and provides for an orderly transition that prioritizes the maintenance of public safety for the citizens of Surrey.

The Committee anticipates that these recommendations will be undertaken collaboratively by the partners and key stakeholders noted below.

1. The Province and the Federal government should begin work to amend the Municipal Police Service Agreement and/or establish new contractual legal frameworks to enable the necessary flexibility to operationalize aspects of the proposed Integrated Transition Model. This will likely include, but is not limited to, adjustments to the agreement to enable a phased and mutually agreed reduction of Annex A respective to the Surrey RCMP detachment.

2. The appropriate Provincial, Federal, Municipal organizations and other organizations (e.g., the RCMP, Shared Services Canada) should be brought together under a formal governance arrangement to begin work to establish Agreements in Principle and Memoranda of Understanding to facilitate the collaboration between the RCMP, the SPD and other partners to put in place the proposed Integrated Transition Model and Integrated Command Structure.

3. Representatives from the Ministry of Public Safety and Solicitor General and the City of Surrey should reach out to the BC Association of Municipal Chiefs of Police (BCAMCP) to facilitate further discussion on the transition plan.

4. The issue of providing   resources necessary for the JIBC Police Academy must be resolved in order to be able to accommodate the increased training needs created by the creation of the SPD, as described in Chapter 6.

APPENDICES

Appendix I: Surrey Policing Transition Plan

Surrey Policing Transition Plan

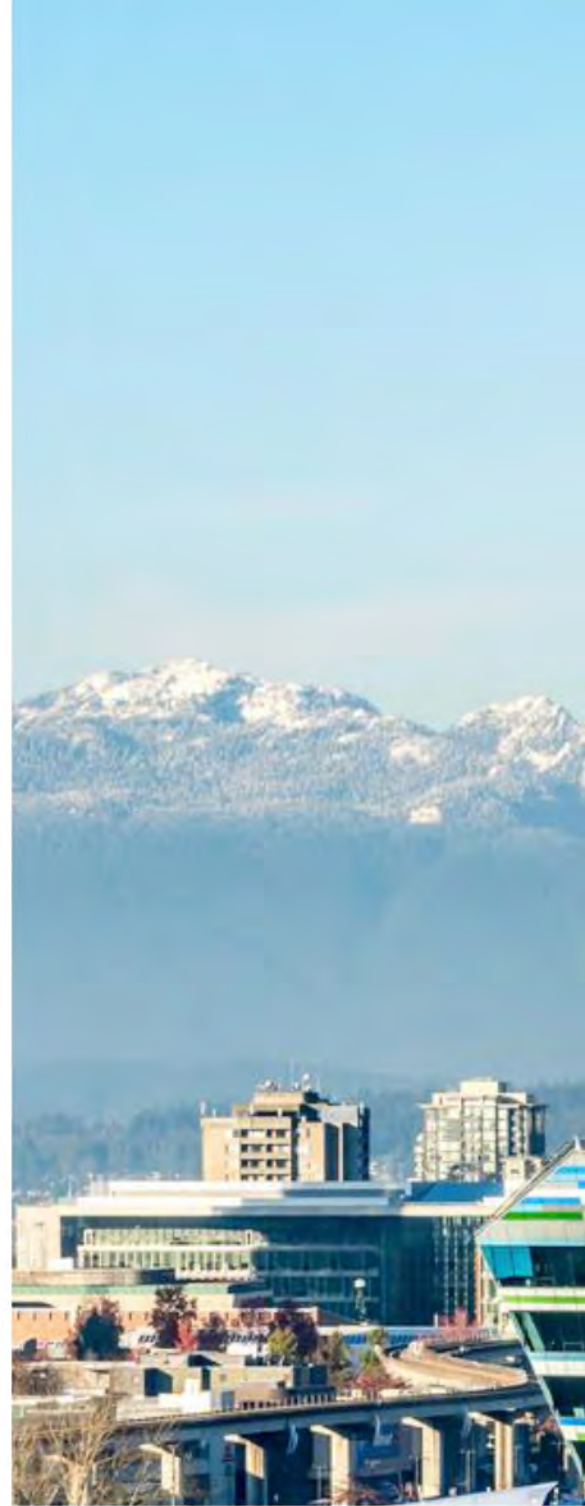**Developed Collaboratively by:**

City of Vancouver

City of Surrey

Vancouver Police Department

Curt T. Griffiths, PhD

Third Party Assessment provided by:
PricewaterhouseCoopers LLP

May 2019

Surrey Policing Transition Plan
May 2019

CONFIDENTIAL

This report is prepared by the Vancouver Police Department in satisfaction of Schedule "A" of the Technical Assistance Agreement for the development of the Surrey Police Department Transition Plan and is intended to be received by the City of Surrey in confidence for its own use and for submission to the Minister of Public Safety and Solicitor General. The City of Surrey may elect to publish information from this report after consultation required by third party agreements.

Third Party Assessment Disclaimer

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The Surrey Police Department: A Natural Transition for a Growing Metropolitan Hub

Introduction

Surrey has transformed from a small suburban community into a major metropolitan hub. With over 500,000 people, it is the second most populous city in the province and is expected to surpass Vancouver by 2041. A vibrant and diverse community comprised of six distinct but interconnected neighbourhoods, Surrey has the province's largest urban Indigenous population, South Asian population, and student enrolment.

With the rapid growth that Surrey has experienced, crime has become a major issue for residents and businesses. A public survey conducted in June 2018 found that crime was the single most important issue facing the city. The survey also revealed that a majority of residents agreed that Surrey should have its own municipal police service.

Crime data confirms the public's perception that crime is an issue in Surrey. Surrey has a consistently higher crime rate and Crime Severity Index than Metro Vancouver and British Columbia as a whole. Notably, between 2015 and 2018, Surrey averaged more than one shooting per week. Addressing this issue and ensuring public safety is key to maintaining an inclusive and sustainable city with a vibrant economy.

Transition to Municipal Policing

The City of Surrey has initiated the transition to a municipal policing model. On November 5, 2018, Surrey City Council approved a motion directing staff to "take all appropriate steps to immediately create a Surrey Police Department."

The decision to move to a municipal police department will bring Surrey in line with the policing approach in other major Canadian cities. Of the 19 Canadian population centres with more than 300,000 residents, Surrey is the only community without a local police department. Additionally, Surrey is 28 times larger than the average community policed by the RCMP, making Surrey an outlier among both major Canadian cities and RCMP jurisdictions.

Surrey residents will distinctly benefit from having their own independent municipal police department. A police department overseen and managed by a local police board will be more responsive to changing conditions and demands and will be more representative of the community.

Key benefits of transition include:

- *Officers connected to the community:* The Surrey Police Department (Surrey PD) will be able to recruit officers who reflect Surrey's diversity and who spend their entire careers in the community developing long-term relationships with residents, businesses, and community groups thereby improving the public's confidence, trust, and safety.

- *Community focus:* The Surrey PD will be a community-focused police department with priorities set, and solutions developed, locally. This will facilitate the design and delivery of timely public safety solutions tailored to address community needs and challenges.

- *Board oversight:* The Surrey Police Board, chaired by the mayor and comprised of community representatives, will provide local governance and oversight, financial accountability, and a direct link to the municipal council.

- *Accountability:* Surrey PD officers will be accountable to the public through transparent and independent provincial civilian bodies that maximize local police accountability.

Current Staffing Model

The RCMP currently delivers contracted policing services to Surrey under a Municipal Police Unit Agreement. The Surrey RCMP detachment has an authorized strength of 843 RCMP members as of 2019, although it currently carries 51 vacancies. As a result, the Surrey RCMP has a funded strength of 792 officers.

There are 302 City of Surrey employees directly supporting the Surrey RCMP. The City of Surrey pays 100% of the costs associated with these support staff. Likewise, the City of Surrey pays for all police facilities. As such, civilian staff and facilities can be easily transitioned to support a municipal policing model.

Proposed Staffing Model – Surrey Police Department

A detailed analysis of workload and policing demands in Surrey was conducted utilizing call load data, crime data, published peer-reviewed research on policing, evaluations of best practices, and an environmental scan of Surrey. The proposed Surrey PD operating model includes a staffing increase of 5% and consists of 1,150 employees: 805 police officers, 325 civilian positions, and 20 Community Safety Personnel (CSP).

Highlights of the Proposed Operating Model

The policing model proposed for the Surrey PD provides a significant number of benefits and efficiencies. These include:

- *More boots on the ground:* The Surrey PD will deploy 16% more frontline patrol officers. In addition, 84% of Surrey PD officers will be constables. The organizational structure of the Surrey PD was designed to maximize the number of frontline practitioners.

- *Visibility in the community:* More than 64% of all sworn Surrey PD members will deploy in uniform and interact with the public on a regular basis. In addition, Community Safety Personnel will engage with the public, responding to calls for service and participating in community events. This will maximize community engagement and improve public safety.

- *Proactive and flexible model:* The Surrey PD model contains a robust investigative capacity, a flexible patrol model to ensure a nimble response to calls for service, and a focus on intelligence-led policing to proactively combat gang crime and violent crime.

- *Tiered policing:* The Surrey PD will utilize Community Safety Personnel to take on lower priority, lower risk, and lower complexity policing tasks in order to better leverage frontline sworn resources.

- *Community partnerships:* The proposed operating model invests resources to maintain existing police–community partnerships including: Sophie's Place, the Surrey Safe School program, the Surrey Wraparound program, the Surrey Mobilization and Resiliency Table (S.M.A.R.T.) initiative, and the Surrey Anti-Gang Family Empowerment (S.A.F.E.) program.

- *Focus on youth engagement:* The Surrey PD will build strong relationships with Surrey youth and engage in gang prevention activities, youth diversion programs, and youth counselling referrals. This includes 29% more school liaison and youth officers dedicated to a preventative approach to gangs and organized crime.

The Transition – Financial Projections

The projected "go-live" date for the Surrey PD is April 1, 2021. Therefore, the implementation of the Surrey PD will take place over three separate City budget years: 2019, 2020, and 2021.

The annual operating budget for the Surrey PD is estimated at $192.5 million for 2021. Under the existing RCMP-contracted policing model, it is projected that the City of Surrey's annual policing costs will reach $173.6 million in 2021. As a result, the adoption of a municipal policing model represents an increase of 10.9%.

Notably, provincial and RCMP senior leadership signaled to the Union of BC Municipalities in 2018 that there is a unionization drive underway within the RCMP and it is likely that unionization of the RCMP will result in bargaining seeking a pay increase to align with police wages throughout the country. If wage parity was achieved, the gap between the cost of the Surrey RCMP and the cost of the Surrey PD would be eliminated.

A one-time capital investment will be required to support the adoption of a municipal policing model. This will include: $11.8M to recruit, administer and equip newly hired staff; $7.6M to transition existing, upgrade and replace IT systems and infrastructure; and, $0.4M to repurpose existing marked vehicles to reflect the Surrey PD's own visual identity and public brand. These costs are non-recurring and can be amortized over three or more fiscal years.

One-time transition staffing costs are required to execute the Surrey PD staffing model over four fiscal years. These include $3.3M in 2019, $8.7M in 2020, $7.1M in 2021 and $0.3M in 2022. The proposed staffing transition involves the progressive hiring of Surrey PD officers and civilian support resources in advance of the transition date in order to both establish a transition team and allow for a fully ready complement for the transition date.

Moving Forward

The comprehensive analysis established that a transition from contracted policing to municipal policing is viable within the proposed timeline. A municipal policing model will provide the residents of Surrey with a police organization that will be highly responsive to Surrey's specific policing needs and reflects the city's diversity. Locally recruited officers will better represent the community, will be able to foster long-term relationships, and can apply local knowledge to achieve lasting solutions that maximize community safety. The Surrey Police Department will have strong police board and civilian oversight to ensure community needs are addressed. The formation of a Surrey Police Department is an integral part of supporting the long-term growth of Surrey – a diverse and vibrant community where residents can live, work, and play without fear of crime.

2. Background

Introduction

In December 2018, the City of Surrey requested the technical assistance and expertise of the City of Vancouver and the Vancouver Police Department (VPD) to formulate a plan for transition from RCMP contracted policing to an independent Surrey Police Department (Surrey PD).1 This chapter describes the context under which the RCMP currently delivers municipal policing services in Surrey. It also outlines what the City of Surrey requested, and how the City of Vancouver and the VPD responded.

Benefits of Municipal Policing

Surrey is currently the only Canadian municipality with more than 300,000 residents without its own independent municipal police department and is twice as large as the second-largest RCMP detachment (Burnaby RCMP). Forming the Surrey PD will allow the City of Surrey to adapt to the explosive growth it has experienced over the past decade and is expected to experience in the future. Surrey will achieve this through a municipal policing organization that is intelligence-led, responsive to the community's growth and relies on evidence-based leading practices in policing.

There will be a number of benefits associated with Surrey having its own independent municipal police department. Independent municipal police departments are overseen by police boards that provide local governance and oversight, represent the local interests of the community, ensure financial accountability on behalf of local taxpayers, and set local policing priorities. They are staffed by officers who are invested in the community in the long term and typically spend their entire career in the community. These officers also provide long-term stability, continuity, and local knowledge. Municipal police officers are accountable to the public through transparent and independent provincial civilian oversight mechanisms that have been specifically designed for and implemented on behalf of BC residents.

Police Board Governance

Through a police board, Surrey would have civilian oversight and direct influence on all matters of governance, including budget, policy and strategy. The police board would be empowered to govern the municipal police department. The primary governance functions of a police board are to hire the Chief Constable, provide budget oversight, approve policy, develop the Strategic Plan, and act as the authority taking action in response to "service or policy" complaints.

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[1] https://www.surrey.ca/city-government/28336.aspx

The police board's independent status is achieved by ensuring accountability and transparency for the management of the police department and its employees. By statute, the mayor of the municipality is the chair of the police board. This provides a direct link between the police board and the municipal council. The other board members are appointed to represent the community and act in the best public interest.

Under section 28 of the *BC Police Act*, the municipal police board is responsible for establishing standards, guidelines, and policies to ensure the police department operates adequately and efficiently. The police board is also responsible for "service or policy" complaints regarding the police department. For example, in Vancouver, the Police Board has a Service & Policy Complaint Committee, a Governance Committee that makes recommendations regarding Police Board effectiveness, and a Human Resources and Compensation Committee that assists the Police Board in fulfilling its oversight and employer responsibilities, including monitoring and evaluating the Chief's performance and ensuring continuity of leadership through effective succession planning.

The police board provides financial oversight and approves the police department's annual budgets. The Vancouver Police Board has a Finance Committee that meets regularly with the VPD Deputy Chief Constable commanding Support Services and senior management from the VPD Financial Services Section. The Committee is regularly updated on year-to-date financial results and is advised in advance when budget pressures or unforeseen events have the potential to adversely affect the budget.

Independent police departments work cohesively with senior City staff to proactively address financial issues in the context of the overall City budget. On a regular basis, municipal police departments work with various City departments and senior City staff to proactively address logistical matters and financial issues within the context of the overall City budget. In Vancouver, the Chief Constable is a member of the Corporate Leadership Team chaired by the City Manager and attends regular meetings. In the case of a unionized workforce, the police board appoints a bargaining committee.

In consultation with the Chief Constable and the senior management team, the police board develops and approves the department's strategic plan, annual strategic business plans, and organizational values. The development of the strategic plan benefits significantly from the input of City Council, community partners and local stakeholders. The Chief Constable reports back to the police board regularly on the implementation of the strategic goals and objectives or any other key performance indicators the board sees fit. Periodic reporting to City Council also ensures transparency and spending accountability at the local level. This includes regular reports on both operational performance and financial performance. There will be a cohesion of organizational planning, budgeting, resource allocation and governance.

Accountability and Transparency

Because police officers are granted considerable powers, including the authority to use force up to and including lethal force, they must adhere to a high ethical standard and are accountable for their actions. Police departments are expected to be transparent in their activities and accountable for the decisions they make and the resources they expend. Transparency and accountability are required both by the community and the government. Best practice police departments have the capacity to provide ongoing communication and share information with their key partners and stakeholders.

Municipal police officers are governed by the *BC Police Act*. Investigations into alleged officer misconduct are conducted by a municipal Professional Standards Section. For disciplinary matters, however, municipal officers remain ultimately accountable to the BC Office of the Police Complaint Commissioner (OPCC). The OPCC has oversight authority for alleged police misconduct issues and citizen-generated complaints, including the authority to direct further investigation, to transfer an investigation to a different police agency, and to order a public hearing.

Long-Term Stability and Local Community Knowledge

Successful community partnerships require a long-term commitment on the part of the police and community agencies, organizations, and residents. Continual staff turnover or frequent transfers are not conducive to establishing and sustaining community-focused programs and make it harder to sustain their momentum.

Municipal police recruits are hired to serve in the specific jurisdiction to which they applied, and the majority of these officers will spend their entire career in that jurisdiction. The Surrey PD will be able to select recruits who wish to spend their entire careers in Surrey and who also reflect the diversity of Surrey. This will allow the Surrey PD to be a community-focused police department with locally-driven strategic plans. This will also help to create a sense of community ownership and community engagement. Local and experienced officers can leverage their community knowledge to deliver smarter policing.

In the long term, police leadership at the Surrey PD will be developed locally. Police leaders will develop and grow over time within the communities they have policed for many years. This will provide Surrey PD leaders with a long-term knowledge base around local communities.

A local recruit selection process will result in a demographic mix of Surrey PD recruits that reflect the diversity of the community. Surrey PD recruits will represent the community they serve and they will acquire long-standing knowledge of the many diverse communities.

The Justice Institute of BC (JIBC) Police Academy (Academy), in New Westminster, is responsible for training all municipal police recruits in BC. The Academy also offers advanced courses in the areas of investigation, patrol operations and leadership for experienced in-service police officers. Because it is conducted locally, recruit training provided by the JIBC can be tailored specifically to meet all provincial policing standards and adequately cover all the important nuances around urban and cosmopolitan policing.

Surrey's Policing Agreement

In accordance with sections 3(2) and 15 of the *BC Police Act*, municipalities with a population of more than 5,000 residents are responsible for providing municipal police services within their jurisdictions. These municipalities have three options. They can choose to:

- form their own independent police department;
- contract the provincial police (RCMP) through an agreement with the Province; or
- enter into an agreement with an existing municipal police department.

Municipal Police Unit Agreement

The RCMP is a federal policing organization subject to federal legislation.[2] The RCMP Commissioner, under the direction of the Federal Minister responsible for the RCMP, is responsible for the control and management of the RCMP. Section 20 of the *RCMP Act* enables the federal government to enter into an agreement with provinces and territories to employ the RCMP as their provincial police service. The RCMP started providing provincial policing services on a contract basis as early as 1906 and entered into its first municipal policing contract with Flin Flon, Manitoba in 1935. The RCMP provides contract policing services in all provinces and territories except Canada's two largest provinces (Ontario and Quebec).

The RCMP took over municipal policing duties in Surrey on May 1, 1951.[3] Prior to this, the municipality was policed by the Surrey Police Department. The first official constable was appointed by the Surrey Municipal Council in 1887 and the first full-time officers were appointed in 1905.

The Province of BC and the Government of Canada, pursuant to section 14 of the *BC Police Act* and section 20 of the *Royal Canadian Mounted Police Act*, have entered into an agreement to employ the RCMP as the provincial police service (Provincial Police Service Agreement), which includes the provision of municipal police services on a contract basis (Municipal Police Service Agreement).

In turn, pursuant to section 3 of the *BC Police Act*, the City of Surrey has elected to engage the provincial police service to deliver municipal policing services within its municipality (Municipal Police Unit Agreement).

In British Columbia, the Municipal Police Service Agreement is signed by the provincial and federal governments. In turn, this Agreement allows the province to enter into a Municipal Police Unit Agreement with its municipalities. This makes British Columbia's contractual relationship with municipalities unique in Canada. In other provinces, the federal government contracts directly with municipalities.[4]

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[2] Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 14). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf
[3] A History of Policing in Surrey. http://www.surreyhistory.ca/police.html
[4] Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 17). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf

The RCMP currently delivers policing services in Surrey under a Municipal Police Unit Agreement (Policing Agreement) which was last renewed on April 1, 2012. The Policing Agreement defines the terms under which the RCMP delivers municipal policing services in Surrey.

Termination Clause and Orderly Transition

Under Article 22.1, the Policing Agreement can be terminated by the City of Surrey on March 31st in any year by giving notice 25 months prior to the date of the intended termination.[5] Otherwise, it would be set to remain in force until March 31, 2032.

Under Article 3.3(b) of the Municipal Police Service Agreement, "...the Parties agree, during the period following that notice and the date of the intended termination, to cooperate and assist each other to effect an orderly transition of service from the RCMP as the Municipal Police Service to such other police service that is authorized by the Province to carry out those powers and duties." As the Municipal Police Unit Agreement in Surrey references and must rely on the Municipal Police Service Agreement for its operation, it appears that the spirit and intent of this clause in the Municipal Police Service Agreement is for the parties to work towards an orderly transition in Surrey.[6] For instance, during the transition period, Public Safety Canada and the RCMP are expected to work collaboratively with the City of Surrey in providing information to assist the jurisdiction in exploring alternative police service delivery options.[7]

Technical Assistance Agreement

On November 5, 2018, Surrey City Council convened a Regular Council meeting where they approved a motion directing staff to "take all appropriate steps to immediately create a Surrey Police Department" and "to notify the federal and provincial governments that the City of Surrey is terminating its contract for the RCMP municipal police service.[8]" A formal notice was then provided to the Province on November 6, 2018. On November 13, 2018, Dr. Terry Waterhouse was appointed as the General Manager in charge of Policing Transition. He leads the transition planning process for the City of Surrey. Dr. Waterhouse has extensive experience in the criminal justice system and has been in charge of Public Safety for the City of Surrey since 2015.[9]

As announced on December 12, 2018, the City of Surrey requested technical assistance from the City of Vancouver and the Vancouver Police Department (VPD) to formulate a plan for transition from RCMP contracted policing to an independent Surrey PD.[10] This request for assistance was intended to leverage the extensive experience and technical expertise developed within the City of Vancouver and the VPD. As the largest independent municipal police department in BC and one of the largest independent municipal police departments in Canada, the VPD operates in an urban context that is similar to Surrey.

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[5] Surrey Municipal Police Unit Agreement 2012.
[6] The VPD cannot confirm the legal validity of this assumption. If the parties seek legal assurance regarding this term and other terms of transition set out in the Agreements they should seek legal advice.
[7] Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (pages 24-25). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf
[8] Surrey City Council Motion - Establishing a Surrey Police Department.
[9] City of Surrey, Surrey Policing Transition. https://www.surrey.ca/community/28947.aspx
[10] https://www.surrey.ca/city-government/28336.aspx

To the extent that the City of Vancouver and the VPD are able to contribute to the success of Surrey's policing transition, the Technical Assistance Agreement represents an opportunity to advance the public safety interests of BC residents and businesses. The VPD is recognized nationally and internationally for its strategic research work, its analytical breakthroughs, and its progressive evidence-based management approach. The VPD has also developed a distinct approach to policing that is reflective of the local community. The VPD has developed a deep understanding of police resourcing and deployment models because of its experience conducting two comprehensive operational reviews in the last 15 years. Therefore, the VPD is uniquely positioned to examine and map out Surrey's transition from Surrey RCMP to an independent municipal police service.

The City of Surrey, the City of Vancouver and the VPD mutually agreed to and entered into a Technical Assistance Agreement (Assistance Agreement), which was formalized in February 2019. As of February 12, 2019, all parties approved the terms of the Assistance Agreement. The Assistance Agreement sets out the terms under which the City of Vancouver and the VPD intends to support the City of Surrey with the planning and implementation of its municipal police department. It also sets out the general scope of support to be provided by the City of Vancouver and the VPD. As demonstrated by the collaboration between police agencies that takes place on a day-to-day basis, effective policing in the region is highly dependent on cooperation across municipal jurisdictions and police departments. Past policing failures have highlighted the public safety risks when there is poor communication and alignment between police agencies.

Under the terms of the Assistance Agreement, the VPD assembled an internal team of technical specialists and subject matter experts who conducted the required research and analysis to assist the City of Surrey. The Technical Assistance Team was comprised of a blend of civilian and sworn staff from varying academic and policing backgrounds, including staff from the VPD Planning, Research & Audit Section.

Additionally, subject matter experts throughout the VPD were consulted and contributed to the development of this report. Dr. Curt T. Griffiths from Simon Fraser University's School of Criminology (Surrey campus) was retained to ensure that the project was informed and key decisions were guided by best practices from the law enforcement field, lessons learned from other police agencies, and leading-edge criminological research.

Project Description

The development of Surrey's policing transition plan is currently conceived as a two-phase process. This Phase I report summarizes the results of the first phase of work. It is intended to form the basis for a feasibility assessment by Surrey City Council and a submission to the BC Minister of Public Safety and Solicitor General. It sets out a high-level operating model for the Surrey PD. It also describes the steps required to transition from the current state (Surrey RCMP) to the future state (Surrey PD). Finally, it outlines staffing considerations, budget estimates, and timelines.

Project Scope

The Assistance Agreement defines the deliverables and resource commitments for the first phase of work (Phase I). As per Schedule A of the Assistance Agreement, this includes a high-level plan consisting of a current state analysis, a proposed operational model, and a suggested framework for transition. Subject to the endorsement of Surrey City Council, a more comprehensive phase of work should be undertaken. The Technical Assistance Team was retained to assist with Phase I and there is an option for further VPD involvement in Phase II.

It should be noted that the services provided to the City of Surrey pursuant to the Technical Assistance Agreement do not constitute legal advice to Surrey and should not be considered as a substitute for legal advice or legal services. Where a recommendation or course of action in this report is dependent on contractual interpretation and/or interpretation otherwise benefitting from legal advice, the City of Surrey is encouraged to seek that advice through counsel before committing to any course of action.

Project Methodology

The methodology utilized within this report involved analytics based on a wide range of qualitative and quantitative data sources. It also involved a careful review of the relevant academic literature, including published peer-reviewed research on policing and the delivery of police services, as well as evaluations of best practices. Key sources of data included public-source crime data from Statistics Canada, call load data, and information regarding Surrey RCMP operations. It should be noted that due to statutory limitations and terms of use around data disclosure, the Surrey RCMP data cannot be disclosed by VPD or presented as part of this report. This report is not an evaluation study or a review of the Surrey RCMP's performance. It provides a framework to transition to an independent municipal policing model.

The Technical Assistance Team received, in confidence, extensive information from the City of Surrey, including detailed financial reports, information regarding its assets, staffing devoted to public safety, and programs devoted to public safety. The Technical Assistance Team also received from the City of Surrey, in confidence, Surrey RCMP staffing information, unit mandates, fleet details, and jail booking data. This data informed the findings in this report and has provided the Technical Assistance Team with a strong understanding of the current policing environment in Surrey. As the data received is subject to third party disclosure undertakings, the report includes the information in aggregate form.

The Technical Assistance Team leveraged considerable expertise throughout the VPD to inform the project. It analyzed drivers of policing demands in Surrey and utilized internal VPD resources and expertise to develop an operational model for a police service that is intended to meet the specific needs of the Surrey community. Members of the Technical Assistance Team relied on their extensive professional and academic experience to inform the Surrey PD transition plan. This includes, but is not limited to staffing and deployment, recruiting, training, asset management, and transition timing plans. Finally, VPD operations and deployment strategies were used as a reference point to achieve an effective and efficient frontline operational model.

Third Party Assessment

At the request of the City of Surrey, PricewaterhouseCoopers LLP (PwC) was contracted by the City of Vancouver to review, assess and provide comments on the Surrey Policing Transition Plan. Our services were performed in accordance with our engagement letter with the City of Vancouver dated 15 April 2019 and are subject to the terms and conditions included therein.

PwC's work was limited to commenting on the project methodology, the proposed approach to transition and providing professional advice for consideration. PwC commented on the plan's assessment of the current and future state and advised on areas for consideration. The details of the cost estimates included in the plan were assessed for thoroughness and advice on additional elements for consideration was provided. Finally, PwC's assessment was based only on the information made available through 14 May 2019. Accordingly, changes in circumstances after this date could affect the findings outlined in this Report.

PwC did not conduct a comprehensive analysis of the financial position presented in this report as it was outside the scope of the engagement. PwC has not sought to establish the reliability of the sources of information presented to them by reference to independent evidence. PricewaterhouseCoopers LLP provides no opinion, attestation or other form of assurance with respect to our work and we did not verify or audit any information provided to us.

PwC has analysed assumptions, provided subject matter input and has assessed the methodology, technical details, proposed operating model and governance structure and find they are consistent with PwC's global research on the Canadian and International policing environment as well as with policing models in other jurisdictions.

3. Environmental Scan

The key features of Surrey's policing environment must be carefully considered when designing the organizational and operational structure of the Surrey PD. This chapter summarizes the policing environment under which the Surrey PD will operate. Ongoing trends impacting the Canadian policing landscape in general are also highlighted.

Surrey's Policing Environment

The policing environment is defined largely by the attributes of the jurisdiction in which a police service carries out its mandate. These attributes are important because they are strongly related to the types of demands placed on the police, the community expectations, and the administrative, operational, and investigative activities of the service as a whole.

Geography

Surrey is located on the unceded traditional and ancestral lands of the Coast Salish First Nations, including the Semiahmoo, Katzie, Kwikwetlem, Kwantlen, Qayqayt, and Tsawwassen people. It is a rapidly growing community nestled in between the Fraser River to the north, Delta to the west, Langley to the east, and White Rock and the United States border to the south. Its land mass area measures 316 square kilometres.

Figure 1. Map of Surrey and Neighbour Jurisdictions

SOURCE: Google Map. https://www.google.com/maps/place/Surrey,+BC/@49.1654761,-123.0265161,11z/data=!4m5!3m4!1s0x5485dc034d3fa75b:0xd28b4898abd598e0!8m2!3d49.1913466!4d-122.8490125
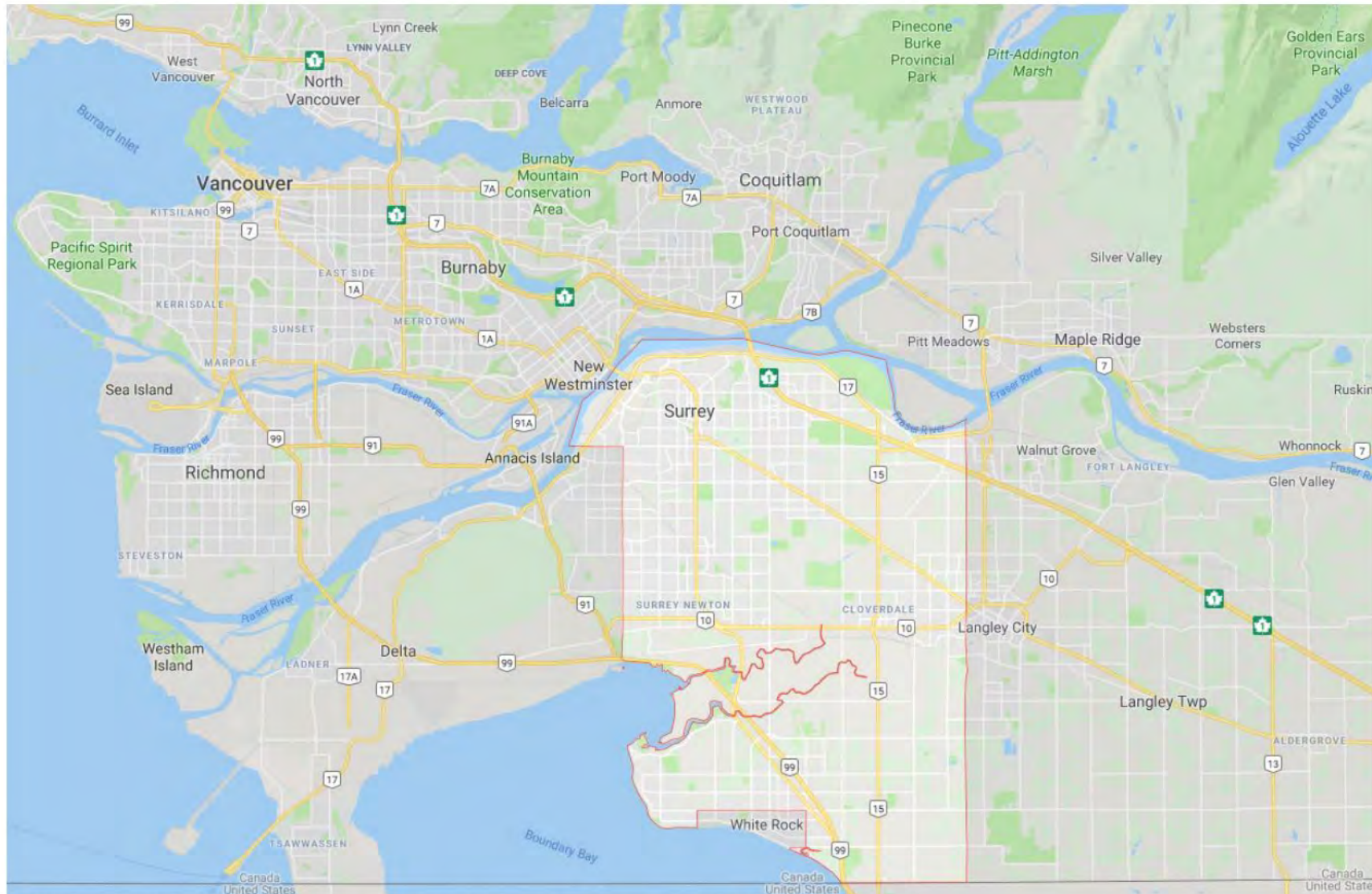
Regionally, Surrey is connected to the cities north of the Fraser River via two major thoroughfares. The Port Mann Bridge links Guildford to Coquitlam, while the Pattullo Bridge links Whalley to New Westminster. The SkyTrain Expo Line runs from New Westminster to Surrey, with four stations in Surrey. In an effort to reduce vehicle traffic and encourage alternative modes of transportation, Surrey has partnered with TransLink to create the BC Parkway, a multi-use path that roughly parallels the SkyTrain Expo Line, connecting Surrey City Centre, New Westminster, South Burnaby, and Vancouver. Surrey is also connected globally through the Port of Vancouver and two international airports located within 45 minutes of the city.

Demographics

At the time of the 2016 Census, Surrey had a total of 517,885 residents and a population density of 1,637 residents per square kilometre.[11] By comparison, Vancouver's population density in 2016 was 5,493 residents per square kilometre. Surrey is one of the fastest growing cities in BC. While Surrey is currently the second most populous city in BC, it is expected to surpass Vancouver and become BC's largest city by 2041.[12] It is projected that Vancouver's population will be approximately 765,000 residents whereas Surrey will have approximately 770,000 residents in 2041.[13]

Figure 2. Projected Population in Surrey and Vancouver (2011-2041)

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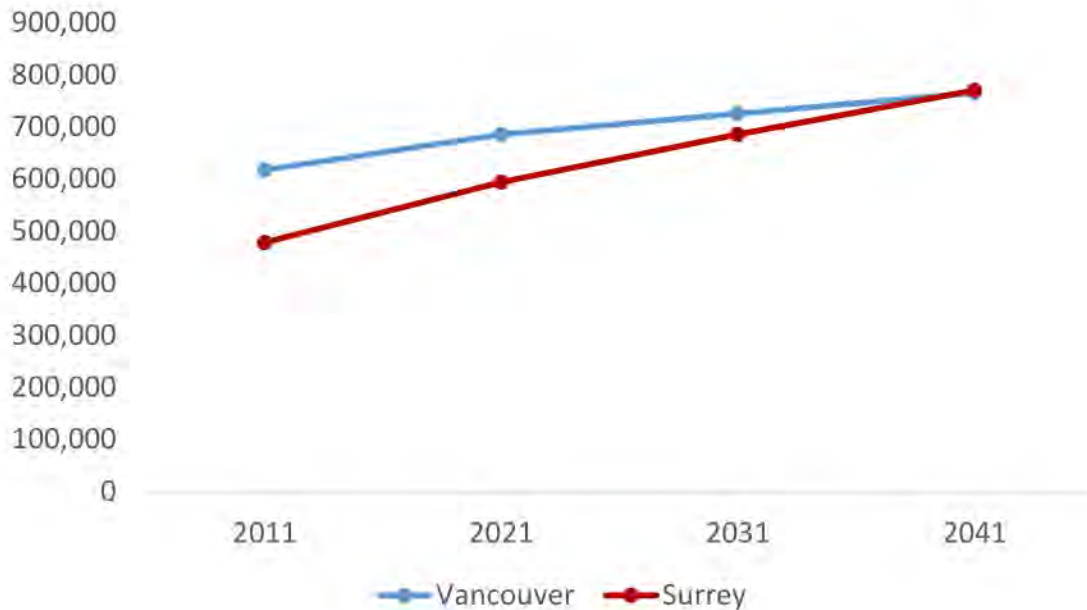
[11] Statistics Canada, 2016 Census Profile. https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=5915004&Geo2=PR&Code2=59&Data=Count&SearchText=Surrey&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=5915004&TABID=1
[12] City of Surrey, Economic Strategy Overview 2017-2027. https://www.surrey.ca/files/EconomicStrategyOverview.pdf
[13] Metro Vancouver 2040: Shaping Our Future, Appendix A. http://www.metrovancouver.org/services/regional-planning/PlanningPublications/RGSAdoptedbyGVRDBoard.pdf

Surrey is forecasted to have the largest Indigenous population in BC and some projections indicate that Surrey's Indigenous population could grow exponentially over the next 15 years.[14]Surrey schools have the largest student enrolment in BC. In September 2018, the Surrey School District had a total enrolment of 72,526 students. This included 43,163 students in grades K-7 across 101 elementary schools, and 28,753 students in grades 8-12 across 20 secondary schools plus five learning centres and three adult education centres.[15] With Surrey expected to become the most populous city in the province by 2041, City of Surrey services must be prepared to keep pace with the growth.[16]

Diversity

Even by Metro Vancouver standards, Surrey's population is extremely diverse. At the time of the 2016 Census, the three largest ethnic groups besides Caucasian residents (42%) were South Asian (33%), Chinese (8%), and Filipino (6%). A majority (66%) of Surrey residents speak English at home, with Punjabi being the next most commonly spoken language (17%).

Population growth in Surrey has been and will continue to be driven by immigration.[17] At the time of the 2016 Census, 43% of Surrey's population was comprised of immigrants (people who were not born in Canada). Nearly 70% of Surrey's recent immigrants spoke non-official languages at home and almost 23% spoke non-official languages in the workplace, illustrating Surrey's linguistic diversity.

Approximately 25% of Metro Vancouver's recent immigrants (who arrived in Canada between January 1, 2011 and May 10, 2016) settled in Surrey. The availability of more affordable housing and larger unit sizes compared to other Metro Vancouver cities have made Surrey an attractive option to house Syrian families that fled the civil war in Syria. From November 2015 to December 2016, it is estimated that BC welcomed more than 2,500 government-assisted Syrian refugees and approximately 43% of all these Syrian refugees settled in Surrey.[18] Although responsibility for refugee policies and programs lies with the federal government, it is in the best social and economic interests of each community to facilitate the successful integration of refugees into Canada. This is why the City of Surrey helped develop a joint Surrey Refugee Integration Strategy, an initiative designed to help ensure that individual families have the information and tools they need to properly rebuild their lives in Surrey.

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[14] City of Surrey (2017). Phase 1 of the Surrey Urban Aboriginal Social Innovation Strategy. https://www.surrey.ca/files/AllOurRelations_FINAL_WEB_VERSION.pdf
[15] Surrey Schools, 2018/2019 Fact Sheet. https://www.surreyschools.ca/ParentServices/ParentInfoBrochures/Documents/Surrey_Schools_Fact_Sheet.pdf
[16] CTV News (August 31, 2018), "Surrey schools still struggling to keep up with population growth." https://bc.ctvnews.ca/surrey-schools-still-struggling-to-keep-up-with-population-growth-1.4076683
[17] Immigration, Refugees and Citizenship Canada (2018). Immigrant Demographics Surrey, BC. https://newtobc.ca/wp-content/uploads/2013/07/Surrey-Immigrant-Demographic-Profile-2018.pdf
[18] Immigrant Services Society of BC (2017). Syrian Refugee Settlement Patterns in Metro Vancouver: Changing Patterns and New Influences. http://issbc.org/wp-content/uploads/2018/03/2_-_Syrian-Refugee-Settlement_Patterns_final_web.pdf

This diversity has significant implications for policing and the delivery of effective police services in Surrey. Recalling Sir Robert Peel's principle (first set out in the 1800s in England) that a police service must reflect the community it serves, it will be important for Surrey PD to assemble a team of sworn and civilian members who have the language skills needed to effectively communicate with persons whose first language is not English. Communication and community engagement are essential components of best practice policing. Trust and confidence in the police are enhanced when police officers have the core competencies, including language and cultural competencies, to interact effectively with residents.

This also highlights the need to deploy officers that are tied to the community for their whole career as they understand the diverse make-up of the community and can maintain relationships for decades with residents and business owners. The diverse and rapidly changing make-up of the Surrey community makes this inherently difficult if officers spend only a small fraction of their careers in this community.

Importantly, Indigenous persons, marginalized or vulnerable persons, and persons in visibly diverse groups often have worse-than-average perceptions of the police. As a result, police departments, including the Surrey PD, need to develop specialized strategies to engage with these communities and to build mutually beneficial relationships.

It should not be assumed that the same interventions will work in every area and in every situation. "The best practice for any community is one that fits their needs and conditions and is compatible with available resources."[19] Recognizing that a "one-size-fits-all" approach is not effective in addressing community concerns, Surrey PD should ensure that its strategies are tailored to the needs of specific groups.[20]

This diversity should be reflected in the Surrey PD. The formation of the Surrey PD presents an incredible opportunity to ensure that frontline police officers are representative of the diverse community they serve. For example, the Surrey PD will be positioned to understand the lived experiences of its residents and should be proactive in recruiting officers with the requisite personality and cultural competency skills. The Surrey PD should continue the tradition of collaboration that the Surrey RCMP started with the BC Law Enforcement Diversity Network (BCLEDN), Inter-municipal Diversity Committee, Surrey/North Delta Intercultural Council (SDIC), Surrey Local Immigration Partnership (LIP), and City of Surrey's Diversity Advisory Committee.

Development

Due to the geographic size and topography of Surrey, many residential areas were traditionally developed far from commercial areas.[21] The many rivers and creeks that run through Surrey have created physical barriers that restrict residential development. This has resulted in residential areas being concentrated into town centres.

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[19] Rix, A., F. Joshua, M. Maguire, and S. Morton (2009). Improving Public Confidence in the Police: A Review of the Evidence. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/115848/horr50-report.pdf
[20] Lloyd, K., and J. Foster (2009). Citizen Focus and Community Engagement: A Review of the Literature. http://www.police-foundation.org.uk/2017/wp-content/uploads/2017/06/citizen_focus.pdf
[21] City of Surrey Cycling Plan (2012), page 21. https://www.surrey.ca/files/Surrey_Cycling_Plan_2012.pdf

The expansion, densification, and enhancement of these town centres is a key long-term development strategy for the City of Surrey. Proposed policies are intended to encourage vibrant and thriving town centre commerce through more mixed-use developments and growth of new planned areas.[22]

The city of Surrey has experienced explosive growth over the past decade. Over the 2006-2016 period, approximately $13.7 billion worth of new construction took place in Surrey, including over 19 million square feet of new commercial and industrial space.[23] Many development initiatives in Surrey are centered on economic growth, health care innovation, and technology transfer.

Besides the growing post-secondary campuses of Simon Fraser University (Surrey satellite campus), Kwantlen Polytechnic University (which has recently opened a new satellite campus at Civic Plaza), and Douglas College (near Innovation Boulevard), intense research and development efforts are also taking place at Innovation Boulevard, the Foresight Cleantech Accelerator, Powertech Labs, and Surrey Memorial Hospital, among others. These research and technology hubs are rapidly changing the landscape of the city. Surrey has already been internationally recognized as a top "intelligent" community and "connected" city.

Surrey is a growing metropolitan hub. The Surrey PD will be an integral part of the long-term growth of the city and will be embedded in its neighbourhoods. Public safety is an integral component to economic growth and economic success, in terms of attracting investments and developing or attracting a competitive workforce. If crime and disorder are prevalent and there is a fear of crime in the community or a lack of trust and confidence in the police, this can significantly hamper economic development and economic growth. Fear of crime and victimization can reduce quality of life for residents and the viability of local businesses. It can also undermine efforts to attract significant capital investments to the city.

Community Events

Surrey hosts several major public events annually. Some of the events that are planned or coordinated by City staff and partners include: Party for the Planet (in City Centre); Surrey International Children's Festival (in Whalley); Surrey Canada Day (in Cloverdale); Surrey Fusion Festival (in Whalley); and Surrey Tree Lighting Festival (in City Centre). Admission to many of these events is free, and there is only a nominal ticket fee for the International Children's Festival. The Canada Day and Fusion Festival events have already been honoured with awards at the inaugural Canadian Regional Event Awards Competition in 2017. The Fusion Festival, for example, attracts 120,000 attendees.[24] In addition to City-sponsored or City-hosted events, many other major events take place in Surrey. The list includes the Vaisakhi Day Parade (Newton), Early Years Festival (in Whalley), National Indigenous Peoples Day (in City Centre), and Cloverdale Rodeo (at Cloverdale Fairgrounds). These events pay tribute to the diverse cultural experience reflected throughout the city.

[22] City of Surrey Cycling Plan (2012), page 21. https://www.surrey.ca/files/Surrey_Cycling_Plan_2012.pdf
[23] City of Surrey, Building the Next Metropolitan Centre: The City of Surrey Economic Strategy Overview, 2017-2027. https://www.surrey.ca/files/EconomicStrategyOverview.pdf
[24] City of Surrey (July 24, 2017). https://www.surrey.ca/city-government/24212.aspx

Crime Trends

Overall, the crime rate and Crime Severity Index (CSI) in Surrey are higher than Metro Vancouver and British Columbia.[25] For example, in 2017, the CSI for Surrey was 20% higher than the CSI for Metro Vancouver and 19% higher than the overall CSI for BC. The 2017 crime rate for Surrey was higher than Metro Vancouver's crime rate by 20.4% and BC's crime rate by 11.5%. While CSI rates have been generally trending downward since 2007, Surrey has remained consistently higher than the provincial and regional averages.

Figure 3. Overall Crime Severity Index (CSI) for Surrey vs. BC (2007-2017)

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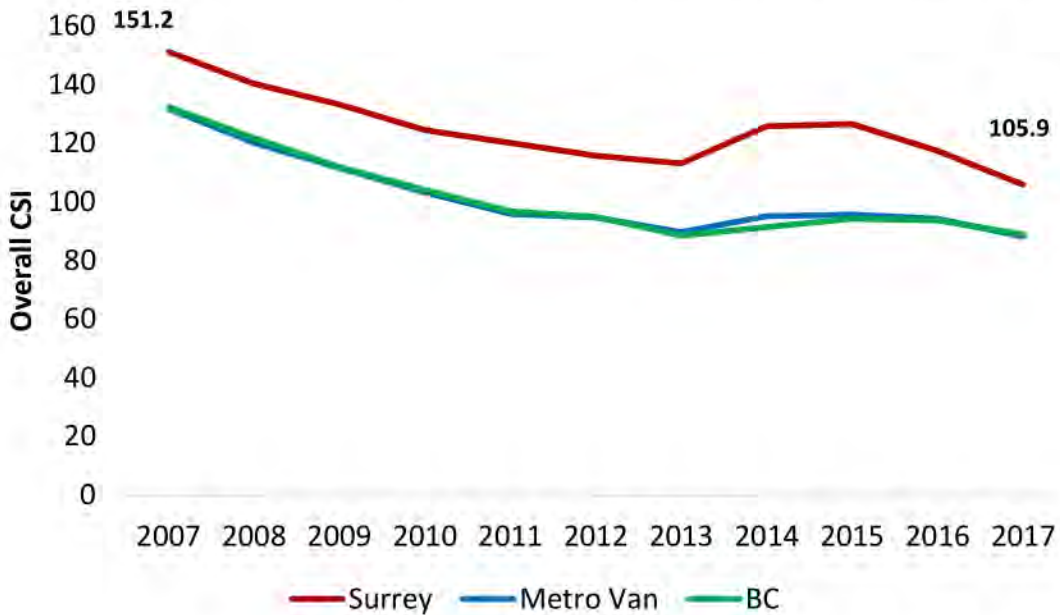
[25] The CSI is a crime measure developed by Statistics Canada that takes into account the relative severity of each crime. Each violation is assigned a weight that is based on the associated sentencing patterns and average prison sentence as handed down by Canadian criminal courts. More serious crimes receive more weight and therefore tend to have more influence on the CSI. All CSI values are normalized relative to the Canada-wide CSI for 2006 (= 100).

Figure 4. Overall Crime Rate for Surrey vs. BC (2007-2017)
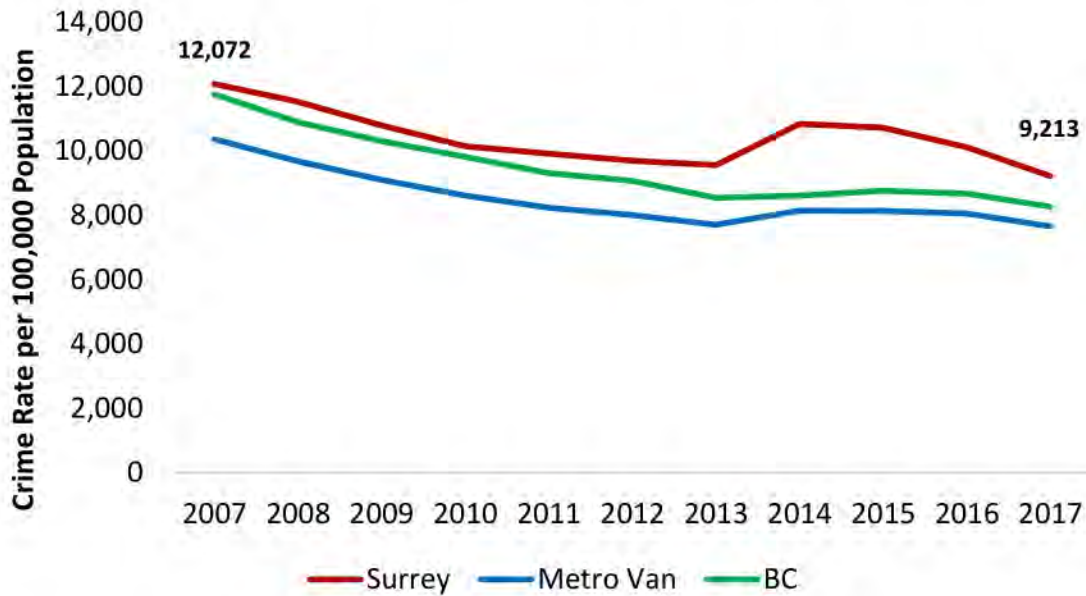
Surrey's violent CSI in 2017 was 16% higher than BC's and 24% higher than Metro Vancouver's violent CSI. Although Surrey's homicide rate per population spiked in 2013, the 2017 rate was aligned with the BC-wide homicide rate. Surrey's homicide rate has generally remained aligned with the provincial average. However, during gang conflicts it has spiked and well exceeded the provincial average.

Figure 5. Violent Crime Severity Index (CSI) for Surrey vs. BC (2007-2017)
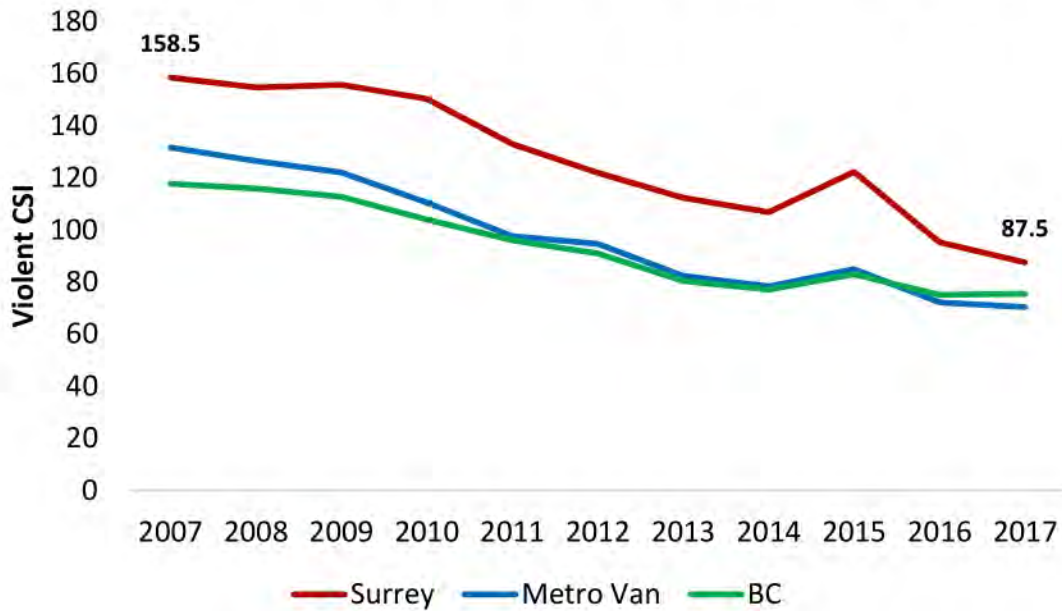
Figure 6. Homicide Rate for Surrey vs. BC (2007-2017)
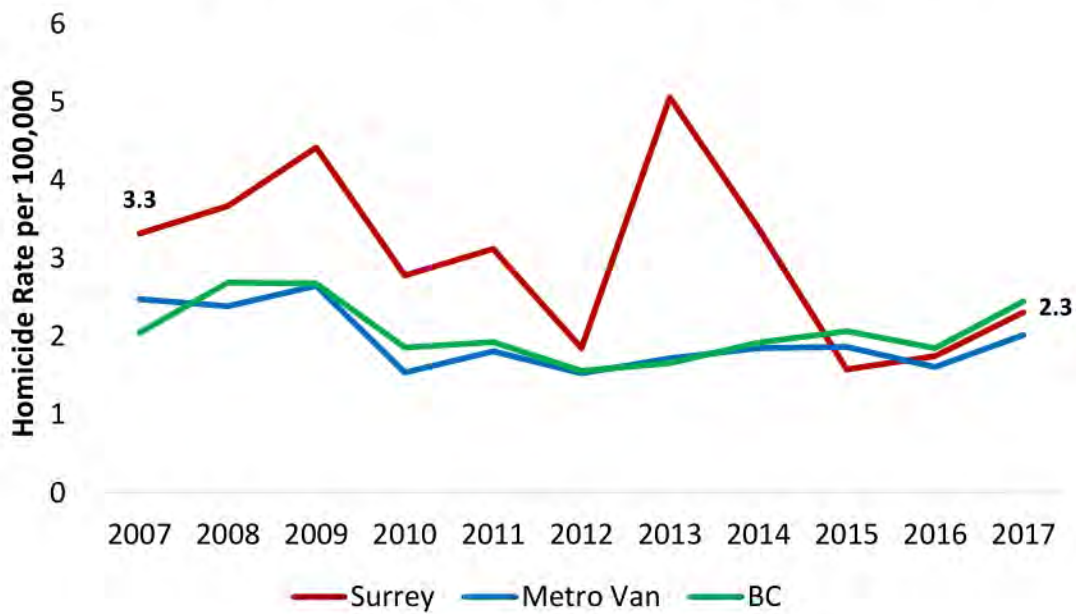
While crime numbers in Surrey are actually trending down overall, evidence suggests that a pervasive fear of crime remains in Surrey. A 2018 survey by the Downtown Surrey Business Improvement Association found that 23% of Whalley business owners felt less safe than the previous year.[26] The disorder problems identified by the business owners included drug dealing, needles, illegal dumping, and discarded trash. The crimes most commonly reported by the business owners were threats, vandalism/graffiti, shoplifting, theft from auto, fraud, break and enter, and assault. This general perception of disorder and crime was confirmed by an online public survey conducted in June 2018 by Research Co. The poll results indicated that public safety was a key issue for Surrey residents, with 45% of all respondents and 58% of all those residing in Newton specifically identifying crime as the single most important issue facing the city.[27] Of note, the same poll revealed that 56% of Surrey residents agreed (strongly or moderately) that Surrey should have its own police service.[28]

Surrey's Neighbourhoods

Communities vary on a number of important dimensions, including: size; socio-economic, ethnic, cultural, and religious composition; types and patterns of crime and disorder; attitudes toward and expectations of the police; perception of police by citizens; and level of citizen interest in becoming involved in police–community partnerships. Police departments have to tailor their crime prevention and response strategies to the needs of each specific neighbourhood. For example, neighbourhoods with higher rates of crime and social disorder place heavier demands on the police than quieter neighbourhoods. Potentially offsetting this, residents in quieter neighbourhoods may have a lower tolerance for street disorder.

Surrey consists of seven distinct but interconnected neighbourhoods: Whalley, City Centre, Guildford, Fleetwood, Newton, Cloverdale, and South Surrey. Each of these districts can be considered to be a unique micro-environment, with its own policing requirements, and will be discussed separately.

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[26] Vancouver Sun (August 22, 2018). "Businesses in Surrey's Whalley District Believe Area is Still Not Safe, According to Survey." https://vancouversun.com/news/local-news/businesses-in-surreys-whalley-district-believe-area-is-still-not-safe-according-to-survey
[27] Research Co. (July 2, 2018). "Concerns About Crime Skyrocket in Surrey." https://researchco.ca/2018/07/02/crime-surrey/
[28] Research Co. https://researchco.ca/wp-content/uploads/2018/07/Tables_SurPoli_02Jul2018.pdf

Figure 7. Map of Surrey Neighbourhoods

Source: City of Surrey, Land Use Planning, https://www.surrey.ca/city-services/1322.aspx.

Whalley

Whalley is one of Surrey's oldest and most culturally vibrant neighbourhoods. It is located in the northwest quadrant of the city. The Fraser River frames the northern and western edges, the Newton neighborhood is to the south and much of the eastern border runs along 144 Street. Notable transit corridors originating in Whalley include the King George Boulevard and the Fraser Highway. Whalley is home to some unique land sites such as Bear Creek Park, which is the focal point for the art community and is host to the Surrey International Children's Festival. Green Timbers Urban Forest is a successful reforested park and is now home to the Surrey Nature Centre as well as the Provincial RCMP 'E' Division headquarters. At the time of the 2016 Census, Whalley (excluding City Centre) was Surrey's third most populous neighbourhood with 75,610 residents (15% of Surrey's population). Approximately 51% of the residents in Whalley are South Asian. Other than English (53%), the most commonly spoken language in Whalley is Punjabi (30%).

City Centre

Surrey's City Centre is the region's emerging second downtown. It is located in the core of Whalley, extending between 132 Street and 140 Street to the west and east, as far north as 112 Avenue, and as far south as 94 Avenue. Once a suburban town centre, City Centre is in the midst of significant transformation. It is developing into a walkable, transit-oriented downtown core for business, cultural, and entertainment activity. The City Centre Plan, endorsed by Surrey City Council in 2017, will guide this process over the next decade. City Centre is already home to various landmarks and economic engines such as the terminus station of the SkyTrain Expo Line, City Hall, Civic Plaza, City Centre Library, Simon Fraser University, Surrey Memorial Hospital, Canada Revenue Agency offices, performing arts centres, major festivals, and cultural events such as the award-winning Fusion Festival at Holland Park. At the time of the 2016 Census, City Centre had a resident population of 26,945 (5% of Surrey). Although City Centre is Surrey's newest and geographically smallest neighbourhood, its 2011-2016 population growth rate of 18% outpaced the citywide growth of 11%. City Centre is intended to be a higher-density neighbourhood, with the majority of new housing units consisting of low or high-rise condominium units instead of the single-family homes found elsewhere in Surrey. Perhaps not surprisingly, City Centre has the largest concentration of renters in Surrey: 57% of City Centre residents rent. City Centre has a comparatively large concentration of Filipino residents (11% of City Centre).

Guildford

Guildford is located in the northeast quadrant of Surrey. The Fraser River surrounds the northern edge of the community with Whalley to the west, Langley to the east, and 96 Avenue down to 84 Avenue along the south.

Historically, development in Guildford has been centered predominantly near the Guildford Town Centre shopping mall area. More recently, residential development has occurred in the Fraser Heights subdivision, which slopes down towards the Fraser River. Tynehead and Surrey Bend Regional Parks are significant natural environments in Guildford. Both parks are maintained by Metro Vancouver. Along with Serpentine Headwaters Park, they are important spawning and rearing habitats for trout and salmon along the Serpentine River. Located in Tynehead Regional Park is the Tynehead Hatchery, where ongoing ecological efforts are made to replenish and restock locally endangered fish species. Also situated in this area is Whalley Reservoir Park, a Metro Vancouver underground reservoir, which provides drinking water to thousands of households. Guildford provides access to the freeway (Highway 1) and Highway 15 (Pacific Hwy), which is another important transportation corridor that leads to the United States border. At the time of the 2016 Census, Guildford had 60,745 residents (12% of Surrey's population). Its population growth of 4% from 2011 to 2016 was the lowest citywide. Guildford has the largest concentration of Chinese residents, with 10% of its residents speaking Mandarin at home. It is also arguably the most multiculturally diverse neighbourhood in Surrey, with 22% of the residents self-identifying as being a member of "other" ethnic groups. Of note, Guildford has the largest concentration of low-income households with an average income of less than $30,000 (18% of residents).

Fleetwood

Fleetwood is located in the northern half of the City, with Whalley to the west, Newton and Cloverdale to the south, and Guildford to the east and north. Fleetwood is a largely residential community centered around the Fraser Highway and Fleetwood Town Centre. Formed in 1923, the Fleetwood Community Association has played an important role in the development of Fleetwood. Since 1998, the Association has hosted the annual Fleetwood Festival. Fleetwood is also characterized by beautiful parks, family-friendly neighbourhoods, and agricultural lowlands. The Godwin Farm Biodiversity Preserve was acquired through the Federal Eco-Gifting Program and contains many rare varieties of trees, including a registered heritage tree that is 175 feet tall. At the time of the 2016 Census, the population of Fleetwood was 62,735 (12% of Surrey's population). The average household income in Fleetwood was 4.3% higher than the citywide average.

Newton

Newton is Surrey's most populous neighbourhood. At the time of the 2016 Census, the population of Newton was 149,040 (29% of Surrey's population). Newton is home to the city's largest concentration of South Asian residents (58% of Newton).

Every year, Newton hosts one of the largest Vaisakhi parades and celebrations outside India.[29] Punjabi-speaking residents make up 34% of Newton, twice the overall citywide rate. Newton is bordered by the City of Delta to the west, Mud Bay and South Surrey to the south, 160 Street to the east, and the Whalley and Fleetwood neighbourhoods to the north. Steeped in history, Newton includes the historic village of Sullivan, the former economic heart of Surrey in the early 1900s. During that time, the BC Electric Railway stimulated Newton's growth and helped to establish the corner of 72 Avenue and King George Boulevard as a Town Centre. Since 2001, the Fraser Valley Heritage Railway Society has been operating historic interurban rail cars on summer weekends. Presently, Newton is home to a variety of educational, recreational and cultural facilities including Kwantlen Polytechnic University, Surrey Provincial Courts, Surrey RCMP Headquarters, Surrey Pretrial Services Centre, the Bell Performing Arts Centre, and the Newton Cultural Centre. Residents can also enjoy one of the 61 parks in Newton, the largest number of parks in any Surrey neighbourhood. Newton also has an exclusive Seniors Centre that offers a wide variety of services for seniors such as a dedicated seniors' lounge, cafeteria and auditorium with stage, fitness and wellness areas, multi-purpose, activity and billiards rooms, and a computer lab. In terms of transportation modes, the 2016 Census revealed that Newton was the lone Surrey neighbourhood where fewer residents were walking or cycling relative to 2011.

Cloverdale

Cloverdale is Surrey's fastest growing neighbourhood with a population growth rate of 21% between 2011 and 2016. At the time of the 2016 Census, the population of Cloverdale was 65,645 (13% of Surrey's population). Roughly 69% of Cloverdale residents are Caucasians and 87% speak English at home. Cloverdale's western border runs along 160 Street and connects with 48 Avenue, which is the southern border. To the east is Langley and to the north are the Guildford and Fleetwood neighbourhoods, separated by 84 Avenue and 76 Avenue respectively. Settled in the mid to late 1800s, Cloverdale grew from a largely rural and agricultural community into a bustling hub of commercial activity due in large part to its strategic location and connections to the railway. Today, Cloverdale is an integration of the old and new. It retains much of its historic ambience and heritage buildings such as the Surrey Museum, Surrey Archives, and 1912 Municipal Hall. However, it also features modern spaces such as the Clayton community hub. Each year, Cloverdale hosts the Cloverdale Rodeo at the Cloverdale Fairgrounds. Cloverdale also hosts the award-winning Surrey Canada Day celebration at its Bill Reid Millennium Amphitheatre park. Other notable leisure activities in Cloverdale include the Fraser Downs Racetrack & Casino and Northview Golf & Country Club. The average household income was over $100,000 or 10% higher than the citywide average.

Cloverdale has the lowest concentration of low-income households with an average income of less than $30,000 (10% of residents). All this is consistent with the fact that Cloverdale had the highest overall labour force participation rate at 73% (compared with 66% citywide). The primary mode of transportation for Cloverdale residents was driving at 90% (highest in city) while transit was used by only 6% (lowest in city).

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[29] Surrey Now-Leader (April 20, 2017). "Surrey Mounties prepared for a Vaisakhi crowd of half a million this Saturday in Newton." https://www.surreynowleader.com/news/surrey-mounties-prepared-for-a-vaisakhi-crowd-of-half-a-million-this-saturday-in-newton/

South Surrey

The South Surrey neighbourhood is bounded by the ocean to the west, the City of White Rock and the United States border to the south, the Township of Langley to the east and 48 Avenue to the north. Additionally, South Surrey surrounds the entire city of White Rock. As the largest neighbourhood in Surrey, South Surrey is characterized by beautiful beaches, mountain views, and expansive farmland. It is home to Crescent Beach, one of South Surrey's most popular attractions, and Semiahmoo Town Centre, the commercial and cultural heart of South Surrey. It is also the mainstay of Surrey's farming industry, with 35% of Surrey's agricultural land. The Historic Stewart Farm in Elgin Heritage Park and the 87 heritage sites provide residents with plenty of cultural experiences. The Serpentine Wildlife Management Area (also known as Serpentine Fen Nature Reserve) is home to 130 different bird species. South Surrey also offers convenient connections to the United States through the Peace Arch and Pacific Highway border crossings. Highway 10 and Highway 15 (Pacific Highway) have both undergone major upgrades as part of the Border Infrastructure Program. At the time of the 2016 Census, the population of South Surrey was 77,170 (15% of Surrey's population). Roughly 72% of South Surrey residents are Caucasians and 84% speak English at home. Home ownership remained the predominant form of housing in South Surrey as it has the lowest rate of renters in the entire city (17%). South Surrey residents have the highest average household income in Surrey (23% higher than the citywide average). Of note, South Surrey had the largest concentration of self-employed residents (19% of the employed labour force). Owing to the low population density in South Surrey, the dominant mode of transportation for residents remains driving (at 86%), with public transit taking only a relatively small share (8%).

Policing Landscape

The policing landscape is perpetually molded and influenced by government legislation, fiscal and political decisions, government policies, and court decisions. The following discussions provide an overview of important policing trends.

Expanding Role of Policing

The primary activities of the police have traditionally been viewed as centering on four major areas: crime control (investigating crimes and apprehending offenders), order maintenance (keeping the peace), service (providing assistance), and prevention (addressing upstream drivers of crime). These policing areas, however, may no longer accurately capture the diversity and complexity of the police role in a highly technological, globalized community.

Modern police agencies have highly trained professionals, both sworn and civilian, with multi-faceted skills who have a broad range of demands placed upon them. This includes dealing in a sensitive and reassuring manner with marginalized and vulnerable groups, cultural and ethnic minorities, newcomers, and Indigenous people. Police officers are often required to act as mental health workers, mediators, and problem-solvers. As public-facing public servants, they typically respond to help members of the public who are experiencing one of the worst days of their lives or are otherwise in crisis. A large portion of police work involves officers restoring order in situations of conflict and dealing with social issues without resorting to the criminal law.

Patrol officers, for example, are involved in a myriad of activities that are not directly related to law enforcement, yet play a critical role in reassuring community residents and ensuring that communities are safe and secure.

Homelessness

In 2017, a Metro Vancouver Regional Homeless Count (conducted every three years) recorded 602 homeless people in Surrey. This represented a 49% increase, or 199 homeless people, compared to 2014.[30] This spike was an unprecedented increase compared to the counts obtained in 2008, 2011, and 2014. Out of 602 homeless people in Surrey, 203 people (34%) were unsheltered and literally slept in the street. Any increase in homelessness in general, and unsheltered homeless population in particular, naturally puts a strain on public resources and services such as social work, housing, health, and policing.

In Surrey, the majority of homeless people were concentrated in Whalley or City Centre (411 out of 602 or 68%). Another 20% were located in Newton, and Guildford had 9% of the remaining homeless population. The City of Surrey and Surrey RCMP have invested efforts and attention to address the homelessness, drug addiction, and street disorder issues that have led to 135A Street being nicknamed the "Surrey Strip". As a tent city encampment in the area increased in size and longevity, legitimate businesses boarded up and closed shops on the street. Those that remained open had heavy security measures in place.

While the City is working on permanent housing projects, the Province has provided temporary modular homes for the residents of the Surrey Strip. In June 2018, the tent city residents moved into temporary modular homes in three nearby locations. Since the temporary modular housing opened, there have been mixed responses about safety in the area.[31]

Opioid Crisis and Substance Use

In 2018, 213 people died of an illicit drug overdose in Surrey. This was an increase of 19.0% relative to 2017, 82.1% relative to 2016, and almost triple the number of overdose deaths that were reported by the BC Coroners Service in 2015.[32] Fentanyl or an analogue was detected in 85.0% of all Surrey overdose cases from 2018.[33]

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[30] BC Non-Profit Housing Association and M. Thomson Consulting (2017). Homeless Count in Metro Vancouver. http://www.metrovancouver.org/services/regional-planning/homelessness/HomelessnessPublications/2017MetroVancouverHomelessCount.pdf
[31] Vancouver Sun (August 22, 2018), "Businesses in Surrey's Whalley district believe area is still not safe, according to survey." https://vancouversun.com/news/local-news/businesses-in-surreys-whalley-district-believe-area-is-still-not-safe-according-to-survey
[32] BC Coroners Service, Illicit Drug Overdose Deaths in BC. https://www2.gov.bc.ca/assets/gov/birth-adoption-death-marriage-and-divorce/deaths/coroners-service/statistical/illicit-drug.pdf
[33] BC Coroners Service, Fentanyl-Detected Illicit Drug Overdose Deaths. https://www2.gov.bc.ca/assets/gov/birth-adoption-death-marriage-and-divorce/deaths/coroners-service/statistical/fentanyl-detected-overdose.pdf

Figure 8. Number of Fatal Overdoses in Surrey (2009-2018)
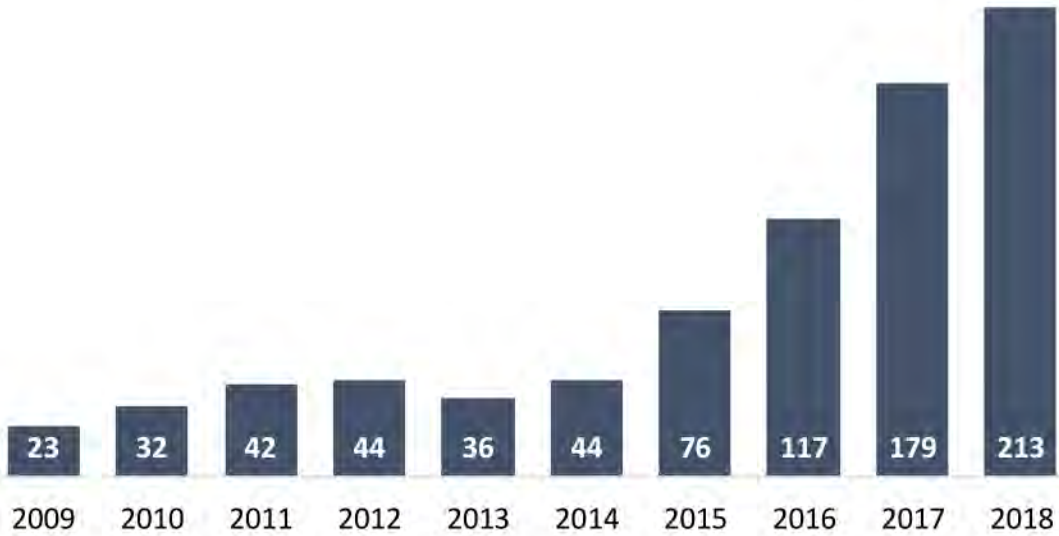
In response to this ongoing opioid epidemic, Surrey opened a new supervised injection site named SafePoint in 2017. It is located on the Surrey Strip, not far from the Flamingo Block Project on King George Blvd.

SafePoint is being used regularly by approximately 150 people per day.[34] A second Surrey site, located at the Quibble Creek Sobering and Assessment Centre, also opened in 2017. This location is adjacent to Surrey Memorial Hospital. While the main goal of these sites is to prevent and reduce overdose deaths (harm reduction), they also provide a variety of health services, including referrals to counselling and opportunities to connect clients with addiction treatment options (treatment).

In 2016, Health Canada approved the lifesaving drug Naloxone in the form of a nasal spray, which can be used to delay and reverse the effects of an opioid overdose. First responders have been trained in and are increasingly being called upon to administer Naloxone. Firefighters and police officers have already been credited with saving numerous lives by administering Naloxone before medical personnel could attend.

Mental Health

It is common for people with mental health challenges to also experience substance use problems. Similarly, people who experience substance use challenges have a higher likelihood of being diagnosed with a mental health disorder. Concurrent disorders are complex and challenging to identify or treat. Demand for mental health services in Surrey has outpaced available resources and has created long wait times.[35] To address this issue, a new mental health hub will open at the Surrey Memorial Hospital in 2019. The facility will streamline access to psychiatric treatment and addictions treatment, including medications.

The Canadian Association of Police Governance and the Canadian Association of Chiefs of Police have both identified mental health as a priority policing issue. Police officers regularly come into contact with persons living with mental illness, including a majority who concurrently struggle with substance abuse, some who are not receiving necessary medical care and community support, and a small number who may be in a state of crisis.[36]

Ensuring adequate care is provided to persons faced with mental illness is a key duty that impacts public safety. Previous research has found that persons who have been apprehended under the *Mental Health Act* are at least 15 times more likely to be repeat victims of crime themselves when compared to the general population, and are 23 times more likely to be repeat victims of a violent crime.[37] As such, ensuring that police, when necessary, apprehend mentally ill persons who require medical treatment is key to ensuring the safety of this segment of the community.

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[34] Surrey Now-Leader (November 6, 2018). "The struggles and successes of Surrey's homeless housing project." https://www.surreynowleader.com/news/the-struggles-and-successes-of-surreys-homeless-housing-project/
[35] CBC News (January 31, 2018). "Surrey to get urgent mental health care centre in 2019." https://www.cbc.ca/news/canada/british-columbia/surrey-to-get-urgent-mental-health-care-centre-in-2019-1.4513414
[36] VPD, Lost in Transition. https://vancouver.ca/police/assets/pdf/reports-policies/vpd-lost-in-transition.pdf
[37] VPD, Vancouver's Mental Health Crisis: An Update Report. https://vancouver.ca/police/assets/pdf/reports-policies/mental-health-crisis.pdf

4. Current Policing Arrangement

This chapter summarizes the current state of RCMP contract policing in Surrey. Before considering a new policing model in the City of Surrey, the Technical Assistance Team first endeavored to gain a high-level understanding of the current policing arrangement, including the associated budgetary considerations, sworn staffing numbers, and civilian support staff provided by the City of Surrey.

Current State Financials

In order to understand how much is currently being spent to police the City of Surrey, it is important to consider that the RCMP contract is only one component of the total costs of policing incurred by the City of Surrey. Moreover, the costs incurred by the City of Surrey do not capture the full cost of policing in Surrey because Surrey RCMP expenditures are partly subsidized by the federal and the provincial governments.

Full Cost of Policing in Surrey

For the 2019 budget year, the full cost of policing in Surrey has been estimated at approximately $183.3 million. This estimate is comprised of the budgeted amount in the City of Surrey's financial statements ($162.9 million), which encompasses:

A. **RCMP Contract** – the annual cost paid to the RCMP for the RCMP contracted police services and equipment ($138.8 million in 2019, including $14.6 million for integrated teams); and

B. **Surrey RCMP Support Services** – the City's direct cost to provide civilian support and police facilities ($24.1 million in 2019, including $8.0 million in revenue offsets in the form of traffic fine revenue, government grants, and fees for service).

In order to arrive at the full cost of policing ($183.3 million), consideration must also be given to include the subsidies and tax benefits that Surrey receives from contracted policing under the current RCMP contract. These subsidies and tax benefits total approximately $20.4 million in 2019 and are comprised of:

C. **10% Federal Subsidy** – under the Policing Agreement with Surrey, a 10% federal subsidy applies towards all RCMP contract costs ($15.6 million in 2019, including $1.8 million specifically for integrated teams);

D. **Additional IHIT Subsidy** – an additional government subsidy applies to IHIT ($1.4 million in 2019); and

E. **Provincial Tax Exemptions** – exemptions for the Provincial Sales Tax, and the newly implemented BC Employer Health Tax contributions that the RCMP benefits from as a federal government entity (an estimated $3.4 million in 2019).

The following table provides additional details of the full cost of policing and budget projections from 2019 to 2022. Currently, the City of Surrey only pays directly for the first two items (A+B). These include the net policing costs incurred by the City of Surrey, which range from $162.9 to $178.5 million annually for the years 2019-2022.

However, the full cost of the Surrey RCMP effectively includes the remaining three items (C+D+E). These are the subsidies and tax benefits that Surrey receives from contracted policing, which range from approximately $20.4 to $22.1 million annually for the years 2019-2022.

The full cost of policing in Surrey must also consider these provincial and federal contributions (A+B+C+D+E). After consideration of these subsidies and exemptions, the full cost of policing in Surrey is expected to progressively increase from $183.3 million in 2019 to $200.6 million in 2022, based on the existing RCMP policing model.

Table 1. Full Cost of the Surrey RCMP Policing Model (2019-2022)

	2019	2020	2021	2022
	($ in millions)			
A. RCMP Contract				
Surrey RCMP Costs	$124.2	$128.2	$131.7	$135.1
Integrated Teams	14.6	15.0	15.3	15.7
Total RCMP Contract	**$138.8**	**$143.2**	**$147.0**	**$150.8**
B. Surrey RCMP Support Services				
Civilian Support for Surrey RCMP	31.5	32.6	33.8	34.9
City Facilities Budget for RCMP	0.6	0.6	0.7	0.7
Revenues and Recoveries	(8.0)	(8.0)	(7.9)	(7.9)
Total Net Surrey RCMP Support Services	**$24.1**	**$25.2**	**$26.6**	**$27.7**
Total Net City of Surrey Costs (A+B)	**$162.9**	**$168.4**	**$173.6**	**$178.5**
C. 10% Federal Subsidies				
RCMP Contract Subsidy	$13.8	$14.3	$14.6	$15.0
Integrated Teams Subsidy	1.8	1.8	1.9	1.9
Total Federal Subsidies	**$15.6**	**$16.1**	**$16.5**	**$16.9**
D. Additional IHIT Subsidy				
20% - IHIT	1.4	1.5	1.5	1.5
Total Additional Subsidy	**$1.4**	**$1.5**	**$1.5**	**$1.5**
E. Provincial Tax Exemptions				
Provincial Sales Tax (7%)	1.4	1.5	1.5	1.5
Employer Health Tax (1.95%)	2.0	2.1	2.1	2.2
Total Provincial Tax Exemptions	**$3.4**	**$3.6**	**$3.6**	**$3.7**
Total Subsidies and Exemptions (C+D+E)	**$20.4**	**$21.2**	**$21.6**	**$22.1**
Full Cost of Policing in Surrey (A+B+C+D+E)	**$183.3**	**$189.6**	**$195.2**	**$200.6**

A more detailed breakdown of each component of the full policing cost follows in the sections below. This includes additional costs that the City of Surrey pays for (such as national RCMP programs) and costs that do not receive subsidies.

A. RCMP Contract (Paid 90% by City of Surrey)

For 2019, the City of Surrey budgeted $138.8 million for the RCMP contract. Under Article 11.1 of the Policing Agreement, the City of Surrey is responsible for paying 90% of the costs incurred by the Surrey RCMP under the terms of the Policing Agreement. Specifically, the City of Surrey is responsible for 90% of the costs associated with Surrey RCMP salaries, overtime, equipment, fleet, pension contributions, employment insurance, and operating expenses. Under Article 11.2(j), the City of Surrey is also responsible for 90% of the costs incurred by Surrey RCMP to participate in the PRIME-BC information management system.

It is important to note that this $138.8 million for the RCMP contract does not include 302 City of Surrey civilian positions required to directly support the Surrey RCMP policing model. The 10% federal subsidy does not apply to these positions.

Contribution to Integrated Teams

The RCMP contract costs include Surrey's contribution towards the five integrated teams. In addition to supplying and funding   RCMP positions, Surrey currently contributes to and receives specialized police services from the following regionally integrated teams, which are mandated to support both RCMP and participating independent municipal police agencies in the Lower Mainland:

- Integrated Homicide Investigation Team (IHIT);
- Integrated Police Dog Service (PDS);
- Integrated Collision Analysis and Reconstruction Service (ICARS);
- Integrated Forensic Identification Services (IFIS);
- Lower Mainland District Emergency Response Team (ERT).

There is also a contribution by Surrey towards an Integrated Internal Investigator (less than $60,000 for the 2019 budget year).

Surrey's prorated share of integrated team costs is based on a cost-sharing funding formula that takes into account the average number of criminal code offenses that were reported in the previous five years (approximate weight of 75%) and the resident population (approximate weight of 25%).[38] While independent municipal police departments that rely on the integrated teams are expected to contribute 100% of the costs, RCMP jurisdictions receive a 10% federal subsidy.[39]

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[38] City of Richmond (November 2017). Lower Mainland District Regional Police Service Integrated Team Annual Report 2016/17. File No. 09-5350-12/2017-Vol 01. https://www.richmond.ca/__shared/assets/_2_-_IntegratedTeams49064.pdf
[39] City of Richmond (November 2017). Appendix 2. https://www.richmond.ca/__shared/assets/_2_-_IntegratedTeams49064.pdf

Divisional Administration Fee

The RCMP contract costs also include Surrey's share of the centralized divisional administration costs incurred by the RCMP, prorated based on the Surrey RCMP's actual strength as a percentage of the entire RCMP. Under Article 11.2(g), the City of Surrey is responsible on a prorated basis for its share of the administrative costs associated with RCMP divisional/regional headquarters administration. These are intended to encompass policing expenses incurred by centralized functions that support multiple RCMP activities.[40] This includes shared administrative services such as: financial management (including Accounting Operations and Regular Member Compensation), human resources, IT, asset management (including procurement and fleet management), strategic planning and analysis, the RCMP's Graduated Return to Work program, the RCMP's Pregnant Member Working program, and RCMP Health Services. It also includes pay in lieu of leave and special leave such as long-term sick (longer than 30 days), and medical, maternity, and parental leave. Finally, it includes building security at divisional or regional headquarters (Article 11.2(k)), Green Timbers in the case of RCMP 'E' Division. Applicable costs incurred by Public Services and Procurement Canada on behalf of the RCMP, in relation to RCMP buildings for example, are also included as part of the divisional administration costs.[41]

In practice, RCMP regional and divisional financial officers have access to a "Div Admin Matrix" created by the Financial Management Branch at RCMP National Headquarters. This *Div Admin Matrix* is a guidance document showing what costs may be charged to divisional administration. The analysis conducted to derive each RCMP jurisdiction's prorated share of divisional administration costs is supported by corporate financial information systems, including the Total Expenditures and Asset Management (TEAM) and Salary Forecasting Tool (SFT) applications.[42] For the 2019 budget year, Surrey's actual prorated share of the divisional administration fee was estimated at $20.7 million, with a year-over-year increase of $1.5 million (8.0%) relative to 2018.

National RCMP Programs

The RCMP contract costs also include Surrey's prorated share of the costs associated with certain centralized RCMP programs, such as recruiting and cadet training at the RCMP Academy ("Depot" Division) in Regina, Saskatchewan.

Under Article 11.2(i), the City of Surrey contributes on a prorated basis to the costs associated with RCMP recruiting efforts. This includes expenditures related to Divisional, Regional and National Recruitment, as well as the processing of applicants. The processing of applicants involves written examinations, physical, medical and psychological testing, suitability interviews, polygraph interviews, field investigations, and security clearance checks. Other charges include recruiter salaries, recruiter travel, office supplies and equipment, career presentations, advertising and marketing.

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[40] Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (pages 86-87). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf
[41] Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 86). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf
[42] RCMP (2016). Audit of Information to Support Provincial and Territorial Police Service Agreements, http://www.rcmp-grc.gc.ca/en/audit-information-support-provincial-and-territorial-police-service-agreements.

The City of Surrey also contributes to the costs associated with the RCMP Cadet Training Program in Regina, Saskatchewan. Eligible expenditures include cadet allowance, cadet clothing, trainer salaries, trainer travel and relocation to Depot, cadet relocation to their first posting, supplies, equipment, facilities maintenance, vehicles, utilities, and other operating expenses. Major capital investments are excluded.

Under Article 11.2(m), the City of Surrey also contributes on a prorated basis to the costs associated with the Civilian Review and Complaints Commission for the RCMP, an independent agency headquartered in Ottawa that was created in 1988 to review how the RCMP handles complaints from the public.

Under Article 11.2(n), the City of Surrey also contributes on a prorated basis to the costs associated with legal advisory services provided in direct support of the Surrey RCMP. However, this excludes costs related to civil actions, compensation claims, payments to settle legal claims, and associated legal fees because those remain under the responsibility of the federal government (Articles 11.3(c) and 11.10).

Under Article 11.2(o), the City of Surrey also contributes on a prorated basis to the costs incurred by the RCMP to provide and maintain its enhanced reporting and accountability capacity.

For the 2019 budget year, Surrey's actual prorated share of these national RCMP programs was $6.5 million.

B. Surrey RCMP Support Services (Paid 100% by City of Surrey)

In addition to RCMP contract costs, the City of Surrey also budgeted $31.5 million in 2019 directly to maintain 302 civilian support positions and provide logistical support to the Surrey RCMP. In addition, approximately $0.6 million was charged to the City of Surrey's centralized facilities budget to maintain Surrey RCMP facilities.

Under Article 3.6 of the Policing Agreement, the City of Surrey is responsible for providing all necessary civilian support staff to the Surrey RCMP. The City of Surrey is responsible for 100% of the costs associated with these support staff members. The continuity of the existing City of Surrey civilian support staff will be key for implementation of the proposed Surrey PD operating model, discussed later in this report.

Under Article 10.1, the City of Surrey is also responsible for providing and maintaining furnished office space for the Surrey RCMP. This includes jail cell facilities as well as hospitalization and medical examination of any person in RCMP custody (Article 11.9(a)). The City of Surrey is already responsible for 100% of the costs associated with these facilities. As a result, the Surrey PD will bear no additional costs from jail operations and facilities management.

It is important to note that all City of Surrey civilian positions and facilities, which are required to have a fully functioning police department, do not receive subsidization. The 10% federal subsidy does not apply to these positions and facilities.

C. Federal Subsidy (10% of RCMP Contract Costs)

As previously outlined, the City of Surrey is responsible for paying 90% of the costs incurred by the Surrey RCMP under the terms of the Policing Agreement. The remaining 10% is subsidized by the federal government. This federal subsidy allows for the redeployment of municipal RCMP officers in the event of a critical emergency in an area of provincial (Articles 8.1 and 8.2) or federal responsibility (Article 8.3), or a planned major event of national or international significance (Article 8.4). Such events could include: international sporting events that require integrated security planning and coordination; a visit to Canada by Her Majesty the Queen, members of the Royal Family, or a head of state; or a major summit, conference or meeting (e.g. G-8 or G-20 summits).[43]

For 2019, the 10% federal subsidy was estimated to be approximately $15.6 million: $1.8 million for integrated teams and $13.8 million for the RCMP contract. Importantly, these amounts represent the difference between the full cost of policing in Surrey and what the City of Surrey pays on an annual basis.

D. Additional IHIT Subsidy

Since April 2012, IHIT has been subsidized in accordance with a 70/30 cost-share model, which normally applies only to smaller RCMP jurisdictions.[44] This means 30% of IHIT is subsidized by the federal government. For Surrey, the difference between the standard 90/10 model and the 70/30 model for IHIT represents savings of approximately $1.4 million per year.

E. Provincial Tax Exemptions (7% PST and 1.95% EHT)

The federal government and the provincial governments have reciprocal taxation agreements that govern the tax relationships between jurisdictions.

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[43] Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 57). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf
[44] UBCM Secretariat, RCMP Contract — Questions & Answers, Question 6, page 3. http://www.prrd.bc.ca/board/agendas/2012/2012-10-8833251007/pages/documents/08-C-8RCMPQ_A.pdf

Pursuant to the reciprocal taxation agreements, the federal government currently does not pay the 7% provincial sales tax (PST) on taxable purchases.[45] Therefore, any purchase paid for by the Surrey RCMP for policing, such as fuel, vehicle repairs, and equipment, excludes the payment for PST. For 2019, it is estimated that the PST savings amount to approximately $1.4 million.

The Employer Health Tax (EHT) is a new annual tax that BC employers are required to pay beginning January 2019. The EHT is based on the remuneration an employer pays to their employees and applies to employers with BC remuneration. The tax rate is 1.95% for BC employers with total annual remuneration over $1.5 million. RCMP officers maintain their status as federal employees and are not employees of a BC employer. Therefore, the EHT does not apply to their payroll cost, resulting in a savings of approximately $2 million in 2019.

Future Financial Considerations

Current RCMP Wage Rates

For reference purposes, the following table reflects the current RCMP wage rates, in effect as of March 2019.[46] The last wage increase for RCMP officers was approved in April 2017 but applied retroactively to 2016. The increase was 1.25% for 2015 and 1.25% for 2016, plus a market adjustment of 2.3% effective April 2016.[47]

Table 2. RCMP Rates of Pay as of 2016

RCMP Rank	Base Pay (Annual Unless Stated)
Recruitment Allowance during Cadet Training Program	$525/week
Constable (upon graduation)	$53,144
Constable (6 months service)	$69,049
Constable (12 months service)	$74,916
Constable (24 months service)	$80,786
Constable (36 months service)	$86,110
Corporal (top step)	$94,292
Sergeant (top step)	$102,775
Staff Sergeant (top step)	$112,028
Inspector (top step)	$132,194
Superintendent (top step)	$146,735

RCMP Constables with two years of service earn $80,786 per year, which is aligned with Third Class VPD Constables (with two years of service) who were earning $80,176 as of 2018.

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[45] BC Ministry of Finance (2017), "Sales and Leases to Governments", Bulletin CTB 002. https://www2.gov.bc.ca/assets/gov/taxes/sales-taxes/publications/ctb-002-sales-leases-to-government.pdf.
[46] RCMP, http://www.rcmp-grc.gc.ca/en/regular-member-annual-rates-pay and http://www.rcmp-grc.gc.ca/en/salary-and-benefits.
[47] The Canadian Press (April 5, 2017), https://www.ctvnews.ca/canada/treasury-board-approves-wage-increase-for-rcmp-officers-1.3356830.

However, at the top of the salary scale, RCMP Constables with three years of service earn $86,110 per year. For baseline comparison purposes, First Class VPD Constables (with four years of service) earned $100,220 as of 2018. This is a difference of approximately 16.3%. As shown by the following table, Canadian police salaries for experienced constables are generally around $100,000 per year.

Table 3. Current Constable Salaries in Unionized Canadian Police Jurisdictions

Police Agency	Constable Salary (Annual)	Year Effective
Winnipeg Police Service	$101,753	2018
Delta Police Department	$101,733	2019
Calgary Police Service	$101,370	2018
Edmonton Police Service	$100,619	2017
Peel Regional Police	$100,420	2019
Victoria Police Department	$100,226	2018
Vancouver Police Department	$100,220	2018
Toronto Police Service	$98,452	2018
Ontario Provincial Police	$98,355	2018
Royal Newfoundland Constabulary	$95,233	2019
SAMPLE AVERAGE	**$99,838**	-
RCMP	**$86,110**	**2016**

As stated previously, the last wage increase for RCMP officers was approved for 2016. It is therefore likely that RCMP salaries will increase in the near future.[48]

Path to RCMP Unionization

From 1918 to 1974, RCMP members were forbidden to take part in any union-related activity. In 1965, a Committee studying potential collective bargaining in the federal public service recommended that the Canadian Armed Forces and the RCMP be excluded from such bargaining.[49] Parliament enacted this recommendation in 1967 by formally excluding RCMP members from the *Public Service Labour Relations Act*, the statutory labour-relations regime applicable to other members of the federal public service. Instead of having a union representing their interests, RCMP members relied on an internal Staff Relations Representative Program from 1974 to May 2016.[50] This program was the only form of employee representation officially recognized by RCMP management and the primary consultative mechanism that allowed RCMP members to bring labour relations issues (excluding those concerning wages) to RCMP management's attention.

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[48] There is a possibility that future RCMP wage increases could be retroactive, in which case Surrey RCMP policing costs may be higher than projected.
[49] See Report of the Preparatory Committee on Collective Bargaining in the Public Service [Heeney Report], July 1965, p. 27.
[50] Section 56 of the RCMP Regulations.

In May 2006, two RCMP member associations challenged on constitutional grounds the exclusion of RCMP members from collective bargaining. In 2015, the Supreme Court of Canada ruled that the exclusion of RCMP members from collective bargaining was an unconstitutional infringement under section 2(d) of the Charter.[51] As a result, the RCMP's Staff Relations Representative Program was dissolved and was replaced on an interim basis by the Member Workplace Services Program. Introduced as a response to the Supreme Court of Canada's decision, Bill C-7 received Royal Assent in June 2017. Its enactment provided a viable path to unionization for RCMP members.[52]

Potential Unionized Wages

In September 2018, a senior RCMP Commanding Officer in BC signaled to the Union of BC Municipalities (UBCM) that there is a unionization drive underway within the RCMP. Subsequently, unionization of the RCMP will likely result in bargaining seeking a pay increase to match or closely align with other unionized police wages.[53] Wage increases would ultimately increase the cost of RCMP-contracted policing in municipalities. With RCMP wages most certainly set to rise, the lower cost of RCMP officers is a short-lived phenomenon.

If the RCMP were to achieve wage parity with unionized police, RCMP salary costs would increase by roughly 20% for 2019 as a result of unionization and inflationary wage growth. Taking into account the existing 10% federal subsidy, policing costs incurred by the City of Surrey would then increase by roughly $16.2 million in 2019.

Below are the estimated annual City of Surrey budgets for years 2019-2022 with RCMP wage rates adjusted to match or closely align with unionized police wages.[54] By 2021, unionized RCMP wages would increase policing costs for the City of Surrey by $21.3 million, as shown by the following table.

Table 4. Estimated Financial Impact of RCMP Wage Parity

	2019	2020	2021	2022
	($ in millions)			
Total Net City of Surrey Costs	$162.9	$168.4	$173.6	$178.5
Estimated RCMP Wage Parity	16.2	18.7	21.3	24.1
Total Net City of Surrey Costs w/ RCMP Wage Parity	**$179.1**	**$187.1**	**$194.9**	**$202.6**

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[51] Mounted Police Association of Ontario v. Canada (Attorney General), 2015 SCC 1, [2015] 1 S.C.R. 3.
[52] Bill C-7: An Act to amend the *Public Service Labour Relations Act*, the *Public Service Labour Relations and Employment Board Act* and other Acts and to provide for certain other measures. http://www.parl.ca/DocumentViewer/en/42-1/bill/C-7/royal-assent
[53] StarMetro Vancouver (September 11, 2018). RCMP floats idea of shuttering police detachments in B.C. small towns. https://www.thestar.com/vancouver/2018/09/11/rcmp-floats-idea-of-shuttering-detachments-in-bc-small-towns.html
[54] The Technical Assistance Team has tentatively estimated future police salaries for the purposes of this exercise. These projections are not indicative, nor have foresight as to what the future wage increases will be. All wage increases are subject to negotiations by municipalities and police boards.

Surrey RCMP Staffing

The Surrey detachment is the largest RCMP detachment in Canada with an authorized strength of 843 RCMP officers as of 2019. This sworn authorized strength includes 12 new positions approved in 2018.[55]

Surrey is currently the only Canadian municipality with over 300,000 residents without its own independent municipal police department and is twice as large as the second-largest RCMP detachment (Burnaby RCMP). This makes Surrey an outlier, both amongst large urban Canadian cities and amongst RCMP jurisdictions. The following graph shows the distribution of RCMP detachments, in increasing order of jurisdictional population. Each jurisdiction is represented by one bar. The Surrey RCMP is represented by the rightmost bar.

Figure 9. Distribution of RCMP Detachments by Size of Jurisdictional Population
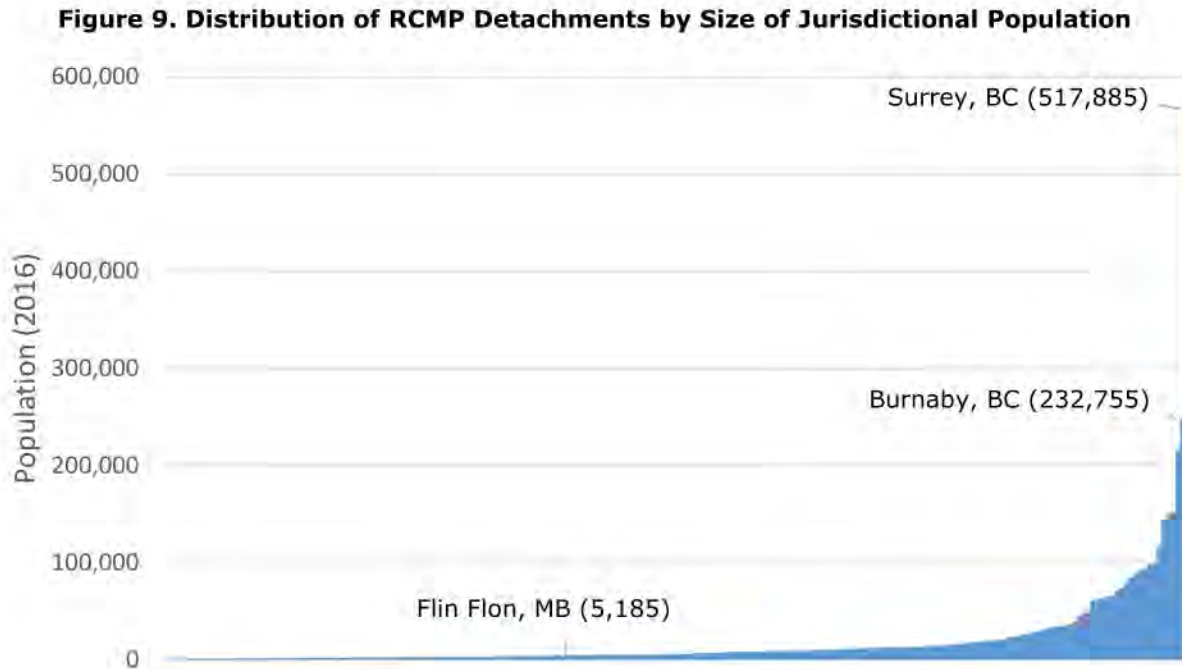
The Technical Assistance Team received from the City of Surrey detailed Surrey RCMP staffing information and unit mandates.[56] This information informed the findings and recommendations within this report, and has provided the Technical Assistance Team with a strong understanding of the current staffing and organizational structure of the Surrey RCMP.

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[55] City of Surrey's Proposed 2019-2023 Financial Plan.
[56] The Technical Assistance Team noted minor discrepancies, including two authorized positons which could not be accounted for. This is to be expected in any large police agency due to factors such as attrition.

Of note, the City of Surrey did not initially have detailed up-to-date documentation on the allocation of Surrey RCMP officers or the mandates of their work units. The information was ultimately obtained through a formal request to the Minister of Public Safety and Solicitor General.

The following organizational chart was provided by the City of Surrey to the Technical Assistance Team. The organization of sworn and civilian resources are within two separate silos of management. Under the Surrey PD model, they would be integrated into a single unified command structure.

Figure 10. Organizational Chart of the Surrey RCMP (2019)[57]

Surrey RCMP Detachment

Table 5. Surrey RCMP Sworn Staffing as of 2019[59]

Integrated Teams Staffing

Surrey RCMP is part of the RCMP Lower Mainland District.[60] As such, Surrey currently contributes to and receives specialized police services from five regionally integrated teams (plus the Integrated Internal Investigator):

- Integrated Homicide Investigation Team (IHIT);

- Integrated Police Dog Service (PDS);

- Integrated Collision Analysis and Reconstruction Service (ICARS);

- Integrated Forensic Identification Services (IFIS);

- Lower Mainland District Emergency Response Team (ERT).

[58,59] Third party disclosure rules apply to this information. Release of this information to parties other than the City of Surrey or Minister of Public Safety and Solicitor General requires the express agreement of the RCMP. Public release of this information requires the express agreement of the RCMP.

[60] 2016-17 Integrated Teams Annual Report.

These regional police teams operate as centralized organizational units with a distinct command structure. They are specifically mandated to support both RCMP and participating independent municipal police agencies in the Lower Mainland. They not only support RCMP jurisdictions but also some surrounding independent municipal police jurisdictions such as Abbotsford, Delta, New Westminster, Port Moody, and West Vancouver in various capacities.

Surrey's prorated share of integrated team costs is based on a cost-sharing funding formula that takes into account the average number of criminal code offenses that were reported in the previous five years (approximate weight of 75%) and the resident population (approximate weight of 25%).[61] While RCMP jurisdictions benefit from provincial and federal subsidies, independent municipal police services that rely on the integrated teams contribute 100% of their proportionate share of costs.[62]

Integrated Homicide Investigation Team (IHIT)

IHIT was established in 2003 to investigate homicides, high-risk missing persons and suspicious deaths. It covers all RCMP jurisdictions in the RCMP Lower Mainland District (plus Whistler since 2008-2009). Abbotsford, Port Moody, and West Vancouver also joined IHIT in 2004. New Westminster joined in 2005.[63] West Vancouver and Port Moody temporarily withdrew out of the IHIT model and entered into an MOU with the VPD in 2009-2015 and 2011-2013, respectively. They have since returned to the IHIT model. Delta has declined to join IHIT and its homicides are investigated by the Delta Police Department.[64] As of 2016-2017, IHIT was staffed by 80 police officers and 30 civilian support staff members.

Integrated Collision Analysis and Reconstruction Service (ICARS)

ICARS is responsible for the forensic reconstruction of collisions that result in serious injuries or death. It covers all RCMP jurisdictions in the RCMP Lower Mainland District, as well as West Vancouver. As of 2016-2017, it was staffed by 20 police officers.

Integrated Forensic Identification Services (IFIS)

IFIS is responsible for collecting, processing, analyzing and interpreting forensic evidence found at crime scenes. Among other things, it supports IHIT through its Forensic Search & Evidence Recovery Team model. More generally, IFIS provides highly specialized forensic analysis support to major crime investigations.

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[61] City of Richmond (November 2017). Lower Mainland District Regional Police Service Integrated Team Annual Report 2016/17. File No. 09-5350-12/2017-Vol 01. https://www.richmond.ca/__shared/assets/_2_-_IntegratedTeams49064.pdf

[62] City of Richmond (November 2017). Appendix 2. https://www.richmond.ca/__shared/assets/_2_-_IntegratedTeams49064.pdf

[63] IHIT Review, February 7, 2005.

[64] See, for example, https://www.surreynowleader.com/news/delta-formally-refuses-to-join-regional-police-force/.

It covers all RCMP jurisdictions part of the RCMP Lower Mainland District, as well as West Vancouver. As of 2016-2017, it was staffed by 57 police officers and 26 specialized staff members (including video analysts, video technicians, forensic identification technicians, and an administrative assistant). These members have not only specialized skills and training but also the required equipment and facilities to analyze both physical and digital evidence.

Lower Mainland District Emergency Response Team (ERT)

The mandate of the Integrated ERT is to respond to calls for service that, by their nature and risk profile, require abilities and operational capabilities exceeding those of the first responders and patrol resources. Such calls can include hostage situations, high-risk search warrants, VIP protection duties, aerial extraction, high-risk dog tracks, as well as ship and aircraft boarding. It covers all RCMP jurisdictions that are part of the RCMP Lower Mainland District, as well as Delta, New Westminster, and Port Moody.[65] As of 2016-2017, it was staffed by 53 police officers.[66] These ERT members are trained to provide specialized tactical support and they have the experience and equipment to handle high-risk police situations.

Integrated Police Dog Service (PDS)

The mandate of the Integrated Police Dog Service is to track and search for suspects, missing persons, evidence, drugs and explosives. It covers all RCMP jurisdictions in the RCMP Lower Mainland District, as well as Abbotsford, Delta, New Westminster, and Port Moody. As of 2016-2017, it was staffed by 48 specialized and highly trained police officers (dog handlers).[67]

Provincial Units

All municipal police agencies in Metro Vancouver, including independent municipal police and RCMP jurisdictions, are supported operationally and administratively by various provincial and federal teams such as: BC Hate Crime Team, Combined Forces Special Enforcement Unit (CFSEU-BC), Integrated Municipal Provincial Auto Crimes Team (IMPACT), Integrated Road Safety Unit (IRSU), Integrated Sexual Predator Observation Team (ISPOT), Provincial Unsolved Homicide Unit (PUHU), and Real-Time Intelligence Centre (RTIC-BC). The Lower Mainland Traffic Safety Helicopter Program is the result of a partnership between the Province, RCMP, municipal police departments, and ICBC. Two helicopters (Air One and Air Two) are tasked primarily to support police during traffic enforcement efforts. They provide an aerial perspective to ground units during crimes in progress, police pursuits and search and rescue operations.

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[65] West Vancouver relies on VPD's ERT under an Agreement signed in 2015.
[66] 2016-17 Integrated Teams Annual Report.
[67] 2016-17 Integrated Teams Annual Report.

Both RCMP and municipal agencies within the Metro Vancouver area utilize the air support provided by the helicopters, and some also contribute to staff the integrated team. None of these provincial services are expected to be disrupted by the implementation of a municipal police department in Surrey.

One common misconception is that certain provincial units like CFSEU-BC, IRSU, or the Traffic Safety Helicopter Program are RCMP teams. In fact, both RCMP and municipal jurisdictions within the Metro Vancouver area actively contribute to and benefit from the work conducted by these teams.

National RCMP Services

The RCMP delivers a number of national police services to assist Canada's law enforcement community, many of which were implemented several decades ago.[68] In fact, the RCMP is *required* by legislation to manage some national policing support services such as the Forensic Laboratory Services, National DNA Data Bank (*DNA Identification Act*), and National Sex Offender Registry (*Sex Offender Information Registration Act*).

Other national police services provided by the RCMP are not legislated. These include the Canadian Bomb Data Centre, Canadian Criminal Real Time Identification Services, Canadian Police College, Canadian Police Information Centre (CPIC), Criminal Intelligence Service Canada, and Violent Crime Linkage Analysis System (ViCLAS).

All these national police services are intended to support public safety and the administration of justice, particularly where such services may not be within the resources of individual jurisdictions. They facilitate the central collection and exchange of critical police information, intelligence and techniques beyond jurisdictional or provincial boundaries. None of these national services will be disrupted by the implementation of a municipal police department in Surrey and no additional costs will be incurred by the City of Surrey.

Civilian Support Staffing

The official civilian strength currently dedicated to support the Surrey RCMP consists of 302 positions. These civilians are City of Surrey employees directly supporting Surrey RCMP operations and community programs.

Under Article 3.6 of the Policing Agreement, the City of Surrey is responsible for providing to the Surrey RCMP all necessary civilian support staff. The City of Surrey is responsible for 100% of the costs for providing these support staff members.

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[68] RCMP and Status Report of the Auditor General of Canada, June 2011, Chapter 5—National Police Services.

Civilian positions supporting the Surrey RCMP are currently divided across five areas and each area is overseen by a senior-level civilian manager employed by the City of Surrey:

- Operations, which includes Crime Prevention & Community Services, the Surrey Operational Communications Centre (OCC), Client Services, and the Surrey Cell Block;

- Information Services, which includes Court Services, Information Services, and Information Technology;

- Corporate Services, which includes Administrative Services, Communications & Media, Asset & Fleet Management, Training & Development;

- Strategic Management & Performance, which includes Strategic Planning & Research and Criminal Intelligence; and

- Finance.

The following table summarizes where the civilian positions are currently allocated. More than one third of the civilian strength supporting the Surrey RCMP is concentrated in two key areas: the Surrey Operational Communications Centre (60 positions, including 50 Telecom Operators) and the Information Services Unit (49 positions).

Table 6. Allocation of Civilian Positions Supporting Surrey RCMP as of 2019

Section	Unit	Positions	No.
General Manager (formerly RCMP Support Services, currently Policing Transition)			**1**
		Administrative Assistants	2
Finance	**Finance Manager**		**1**
		Finance Staff	7
Corporate Services	**Manager of Corporate Services**		**1**
	Administrative Services	Manager	1
		Watch Clerks	3
		Electronic File Administrators	7
		Breath Test Analysis Technician	1
		Security Clearance Specialists	3
		Security Clearance Clerk	1
		Mail Clerk	1
		Receiving Clerk	1
		Inventory & Maintenance Worker	1
		Other Clerks (Various)	8
	Communications & Media	Manager	1
		Media Designer	1
		Media Relations Coordinator	1
	Asset & Fleet Management	Asset Manager	1
		Inventory (Clerks + Supervisor)	7
		Fleet (Supervisor + Fleet Staff)	5
	Training & Development	Manager	1
		Trainers (Coord. + Admin.)	7
		Clerks	3
Information Services	**Manager of Information Services & Technology**		**1**
	Court Services	Manager and Supervisor	2
		Audio Transcription Clerks	11
		Disclosure Clerks	5
		Court Liaison Officers + Clerk	9
		Exhibit Officers	6
		Other Clerks (Various)	3
	Information Services	Managers	5
		Records and Other Clerks	44
	Information Technology	Manager	1
		Technical Specialists	11
Strategic Management	**Manager of Strategic Management & Performance**		**1**
	Strategic Planning & Research	Strategic Research & Policy Advisor	1
		Business Services Analyst	1
		Emergency & Op Planning Admin.	1
	Criminal Intelligence	Manager and Supervisor	2
		Crime Analysts	14
		Digital Extraction Technician	1
Operations	**Manager of Operations**		**1**
	Crime Prevention & Community Services	Managers	3
		Victim Services Caseworkers	8
		Youth Counsellors	5
		Coordinators and Supervisors	10
		Clerk	1
	Operational Communications Centre (OCC)	OCC Managers + Scheduler	6
		Telecom Operators	50
		Switchboard Operators	4
	Client Services	Manager	1
		Information Officers	15
	Cell Block	Manager	1
		Team Leads	4
		Guards	8
		TOTAL	**302**

The organizational units at the City of Surrey currently supporting the Surrey RCMP will be integrated into the proposed Surrey PD operating model. Chapter 6 provides details on how these civilian positions will be leveraged within the new Surrey PD model.

Infrastructure

Facilities

The Surrey RCMP currently operates out of several locations throughout the city. There are five operational District sub-stations in addition to the main headquarters. These operational District sub-stations can host patrol units as required. Community policing offices and public service counters, which are staffed largely by civilian employees and volunteers, can also increase police visibility in the community and have the advantage of being directly accessible by members of the general public. These locations provide an opportunity for community residents to report crimes, file complaints, and access referral sources.

The Main Detachment is located at 14355 57 Avenue, adjacent to the Surrey Provincial Courthouse and Surrey Justice Access Centre. The Surrey OCC and Cell Block are housed there. The property is owned by the City. Bilingual services available at the Main Detachment include criminal record checks, police certificates, chauffeur's permits, fingerprinting, vulnerable sector checks, and crime reports. The public service counter is open between 7am and 7pm Monday to Friday, and from 9am to 4pm on Saturday and Sunday.

The West Main building (former Surrey City Hall) at 14245 56 Avenue is an annex adjacent to the Main Detachment building. It houses the Court Services Section, Information Services Section, Strategic Planning & Research Section, a portion of the Criminal Intelligence Section, and part of the Asset Management Section. The property is owned by the City; however, the building is not open to the public.

The District #1 Office at 10720 King George Blvd serves the public in the Whalley and City Centre neighbourhoods. The property is owned by the City. English-only services provided by this District Office include crime reports and non-emergency complaints.

The District #2 Office at 10395 148 Street serves the public in the Guildford and Fleetwood neighbourhoods. The property is located on park land owned by the City. English-only services available at this District Office include criminal record checks, police certificates, fingerprinting, vulnerable sector checks, and crime reports.

The District #3 Office at 7235 137 Street serves the public in the Newton neighbourhood. The property is currently leased by the City but there is a long-term plan to relocate it. English-only services provided by this District Office include crime reports and non-emergency complaints.

The District #4 Office at 5732 176A Street serves the public in the Cloverdale/Port Kells neighbourhoods. The property is currently leased but there is a plan to relocate. English-only services provided by this District Office include crime reports, non-emergency complaints, and firearms enquiries.

The District #5 Office at 100-1815 152 Street serves the public in the South Surrey neighbourhood. The property is owned by the City. Bilingual services available at this District Office include crime reports, non-emergency complaints, firearms enquiries, and document verifications.

The public service counters in District #1 (Whalley–City Centre), District #2 (Guildford–Fleetwood), District #3 (Newton), District #4 (Cloverdale/Port Kells) and District #5 (South Surrey) are all open between 9am and 5pm Monday to Friday.[69]

As part of its 2018-2022 Financial Plan, the City of Surrey set out plans to expand the RCMP Cell Block and Exhibit areas ($8 million capital investment over two years) and relocate two RCMP District Offices ($3 million capital investment in 2018).[70] The City of Surrey has already engaged the services of an architectural firm to provide design options to accommodate future growth projections in the Cellblock and Exhibits areas over the next 10-15 years. Capital funding has also been earmarked for leasehold improvements and relocation expenses for the District sub-stations in District #3 ("Newton") and District #4 ("Cloverdale").[71]

The following table shows the square footage available at each Surrey RCMP location. The total square footage across these Surrey RCMP facilities is more than 280,000 sqft.

Table 7. Facilities Currently Occupied by Surrey RCMP

Location	Address	City Owned	Sq. Ft.
Main Detachment	14355 57 Ave.	Yes	132,680
West Main	14245 56 Ave.	Yes	72,824
District 1 Office	10720 King George Blvd.	Yes	11,020
District 2 Office	10395 148 St.	Yes	12,170
District 3 Office	7235 137 St.	No (Leased)	12,752
District 4 Office	5732 176A St.	No (Leased)	5,436
District 5 Office	1815 152 St.	Yes	10,198
Sophie's Place	9460 140 St.	No (Leased)	6,744
		TOTAL	**263,824**

Cell Block

Surrey RCMP prisoners are transported to, processed, and, where necessary, held in the Surrey Cell Block located at the Main Detachment (14355 57 Avenue). The Cell Block operates 24 hours per day, seven days per week.

Surrey has entered into an agreement with the Corporation of Delta to house Delta Police prisoners on a cost-recovery basis. For example, the City of Surrey recovered $202,141 from the City of Delta in 2018.

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[69] RCMP Surrey Detachment, http://www.rcmp.gc.ca/detach/en/d/255.
[70] City of Surrey's 2018-2022 Financial Plan, page 339.
[71] City of Surrey's 2018-2022 Financial Plan, page 343.
[72] Third party disclosure rules apply to this information. Release of this information to parties other than the City of Surrey or Minister of Public Safety and Solicitor General requires the express agreement of the RCMP. Public release of this information requires the express agreement of the RCMP.

Cell Block policies are documented extensively in a Standard Operating Procedures (SOP) manual.[73] A four-day Cell Guard Procedural Training Course is delivered in collaboration between City of Surrey training staff members and RCMP officers. Individual modules are also delivered by the Cells Manager, Mental Health Nurse, Records Manager, and the Diversity Unit. RCMP officers currently provide Cell Block training on operational skills, basic legal concepts, and tactical communication. City of Surrey training staff instruct on software programs (e.g. PRIME, Intellibook), teamwork, and professionalism.

On-site professional medical and healthcare services are provided under contract by Calian Ltd.[74] The contract provides for 24/7 coverage with one nurse on each shift. The Cell Block nurse examines all prisoners, administers medication, and provides medical assistance to prisoners as required. An on-call doctor is also available. Services provided by Cell Block nurses include general nursing services (e.g. basic health assessment of all newly arrested prisoners upon arrival at the Cell Block, treatment of minor injuries, monitoring vital signs), coordination of medical and hospital services (e.g. appointments for radiology and other specialist services, collection of body substances and submission to the appropriate laboratory), medication services (e.g. liaison with pharmacy, administering medications, requisition for non-prescription items), and all the associated administrative functions to support patient care (e.g. maintaining and updating prisoner health records, keeping medications record and narcotics log, ordering medical supplies).[75] The contract with Calian expires in February 2020.

Fleet

Table 8. Current Compositions of the Surrey RCMP Fleet (April 2019)[77]

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[73] See, for example, City of Surrey and RCMP responses to Coroner's Inquest recommendations related to the in-custody death of Surinder Pal Singh MALHI. https://www2.gov.bc.ca/assets/gov/birth-adoption-death-marriage-and-divorce/deaths/coroners-service/inquest/2014/mahli-surinder-pal-singh-responses.pdf

[74] Request for Proposal (RFP), Medical Services - Surrey RCMP Cell Block, https://www.surrey.ca/business-economic-development/16133.aspx.

[75] Request for Proposal (RFP), Medical Services - Surrey RCMP Cell Block, No. 1220-030-2014-031. https://www.surrey.ca/files/RFP_1220-030-2014-031_Medical_Services_-_RCMP_Cell_Block_FINAL(2).pdf

[76,77] Third party disclosure rules apply to this information. Release of this information to parties other than the City of Surrey or Minister of Public Safety and Solicitor General requires the express agreement of the RCMP. Public release of this information requires the express agreement of the RCMP.

These vehicles are inventoried and managed using the WiseTrack software. Most vehicles used by the Surrey RCMP have been purchased outright. Few vehicles are leased directly from leasing companies. The RCMP is responsible for acquiring the equipment it needs to carry out its obligations under the terms of the Policing Agreement. Equipment standards and the selection of equipment intended for use by RCMP members ultimately rest with the RCMP.[78] As a federal agency, the RCMP must abide by the procurement guidelines set by the federal government.[79] While the RCMP maintains an internal procurement function, the Government of Canada is ultimately responsible for tender notices and related procurement processes for the vehicles used by the RCMP. This is achieved through the Acquisitions Branch of Public Works and Government Services Canada, including its Government Electronic Tendering System (GETS) online at BuyAndSell.gc.ca. For the most part, the federal government self-insures by funding its own losses and does not purchase insurance on the commercial insurance market.

The Treasury Board of Canada has compiled *Guidelines on Fleet Management* for light-duty vehicles operated as part of the federal government's vehicle fleet. Law enforcement vehicles should travel at least 20,000 km per year or be used for at least 200 days. They should be kept for a minimum of six years or 120,000 km before being retired.[80]

The RCMP 'E' Division Fleet Management Unit is currently responsible for acquiring and outfitting Surrey RCMP vehicles. The Post Garage Section within the Fleet Management Unit is responsible for installing emergency and specialized equipment in patrol cars and overseeing the maintenance of police vehicles.[81] The Section is located at the Pacific Region Training Centre (PRTC) in Chilliwack, BC. In 2019, under the RCMP contract, the City of Surrey budgeted $400,000 for vehicle outfitting and $2.35 million for the vehicles themselves.

Maintenance, fuel and supply purchases are the responsibility of the Surrey RCMP as part of the contract costs. The RCMP 'E' Division Procurement Office awards the fleet maintenance contract to successful external vendors who are also required to be security cleared. Fleet supplies are purchased directly by the Surrey RCMP Fleet Section. RCMP 'E' Division pays the vendors for all goods and services purchased on behalf of Surrey RCMP. In 2019, the City of Surrey budgeted $850,000 under the RCMP contract for vehicle repairs. Fuel is purchased either through the City of Surrey Operations Centre (6651 148 Street) or at retail pumps. In 2019, the City of Surrey budgeted close to $1.6 million under the RCMP contract for fuel.

Under Article 13.1 of Surrey's Municipal Police Unit Agreement, in the event of expiry or termination of the Agreement, the City would have the choice to A) keep the vehicles it has previously paid for or B) sell the vehicles back to the RCMP at a "fair market value" formula. As the details and mechanisms set out in Article 13, Transfer of Ownership of Equipment are highly dependent on the specific contractual language, the City of Surrey may wish to consult with legal counsel at the earliest opportunity to ensure that its interests and options are preserved.

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[78] Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 193). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf
[79] Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 193). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf
[80] Guidelines on Fleet Management, Chapter 1: Light-Duty Vehicles
[81] RCMP Year in Review 2010-2011, http://publications.gc.ca/collections/collection_2012/grc-rcmp/PS61-6-2011-eng.pdf, page 34.

The Technical Assistance Team was advised that it is the City of Surrey's position that the City of Surrey purchased and will opt to maintain ownership of all equipment originally obtained for use by the RCMP during the course of the contract. This will include the fleet of police vehicles currently used by the Surrey RCMP.

Emergency Calls and Radio Communications

Emergency Communications for BC Incorporated (E-Comm) is the first point of contact, or Primary Public Safety Answer Point (PSAP), for 9-1-1 callers in Surrey.[82] This E-Comm service is funded by a 9-1-1 Call Answer Levy (CAL) collected by Metro Vancouver through property taxes. Metro Vancouver is formally responsible for the 9-1-1 call answer services within the Metro Vancouver region but they have subcontracted the service through E-Comm.[83] E-Comm receives and processes about 1 million emergency calls each year. They collect the needed information from the caller and then they transfer the call to the appropriate dispatch centre who is responsible to direct first responders to assist with the caller's emergency.

Like all Metro Vancouver police agencies, the Surrey RCMP also relies on E-Comm's Wide-Area Radio Network for radio communications. Surrey's cost-share of the radio network is based on a cost allocation model that considers factors like coverage area (50%), volume of radio traffic (20%), number of radios (20%), and resident population (10%).[84]

While E-Comm also has police call-taking and dispatching capabilities, Surrey currently operates its own Operational Communications Centre (OCC). This is where police calls for service received by E-Comm are transferred to and where Surrey RCMP patrol units are dispatched from. Of note, Surrey has entered into an agreement with the City of White Rock to also answer White Rock police calls for service and dispatch White Rock RCMP police units. In 2018, for example, the City of Surrey recovered $293,560 from the City of White Rock for this function.

Records Management System

The Police Records Information Management Environment (PRIME-BC) system is legislatively mandated as the police information and police records management system used by all police agencies operating in BC. It connects every BC municipal police department and RCMP detachment through a secure province-wide electronic police records management system. It provides access to law enforcement information instantly to all BC police agencies. The VPD, Port Moody Police Department and Richmond RCMP were the first jurisdictional police departments to adopt the PRIME system in 2001. The system was subsequently rolled out to the other municipal police agencies within the Metro Vancouver area between May 2006 and April 2007. It is now in use BC-wide. This consistency ensures that information is shared between organizations in a direct and timely manner.

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[82] E-Comm, Primary Public Safety Answer Point (PSAP). https://www.ecomm911.ca/wp-content/uploads/2018/03/9-1-1FlowChart-November2017.pdf
[83] Metro Vancouver, 9-1-1 Service. http://www.metrovancouver.org/services/9-1-1/Pages/default.aspx
[84] https://www-admin.ecomm911.ca/wp-content/uploads/2018/05/Wide-Area-Radio-Network-Fact-Sheet_May-2018.pdf

5. Municipal Policing Governance

Governance models are designed to achieve a number of goals, including maximizing efficiency in the utilization of available resources, achieving performance targets, maintaining specific standards of service, maintaining public confidence, and ensuring that the response to complaints about officers or the police service are fairly considered and responded to in a timely manner.[85]

The Surrey PD and its officers will be subject to several layers of local and provincial oversight, including the internal Professional Standards Section, the provincial Office of the Police Complaint Commissioner (OPCC), and the Independent Investigations Office (IIO). The Surrey Police Board, which will include community representatives, will have a pivotal role in providing local authority, accountability, and transparency.

Police Board

Independent municipal police departments in BC are overseen by police boards (Part 5 of the *BC Police Act*). A police board is empowered to govern a municipal police department and to provide civilian oversight of policing.

Under the *BC Police Act*, the police board prepares and submits the police department's annual provisional operating budget (section 27). The Vancouver Police Board, for example, has a Finance Committee that meets regularly with the VPD Deputy Chief Constable commanding Support Services and senior staff from the VPD Financial Services Section. The Committee is regularly updated on year-to-date financial results and is advised in advance when budget pressures or unforeseen events have the potential to adversely affect the budget. Annually, the Committee also approves budgetary items on a line-by-line basis.

The primary governance functions of a police board are to hire the Chief Constable, provide budget oversight, approve policy, develop a Strategic Plan, and act as the authority taking action in response to "service or policy" complaints. In Vancouver, this is achieved by the Service & Policy Complaint Committee, a Governance Committee that makes recommendations regarding Police Board effectiveness, and a Human Resources and Compensation Committee that assists the Police Board in fulfilling its oversight and employer responsibilities, including monitoring and evaluating the Chief's performance and ensuring continuity of leadership through effective succession planning.

Under the *BC Police Act*, the municipal police board is responsible for establishing standards, guidelines and policies to ensure the police department operates adequately and efficiently (section 28). The police board is also responsible for "service or policy" complaints regarding the police department.

The police board's independent status is achieved by ensuring accountability and transparency for the management of the police department and its employees. All meetings and hearings of the police board are open to the public (section 69). However, as authorized by section 69(2) of the *BC Police Act*, sensitive matters concerning public security, labour relations, personnel matters or a person's privacy may be discussed in private (*in camera*) sessions.

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[85] Stenning, P. (2009). Governance and Accountability in a Plural Policing Environment—The Story so Far. *Policing: A Journal of Policy and Practice*, 3(1):22-33. DOI: 10.1093/police/pan080

Under the *BC Police Act*, the mayor of the municipality is the chair of the police board (section 25). Although municipal councillors themselves are not eligible to sit on the police board (section 24), one other police board member is appointed by the municipal council (section 23). This provides a point of contact between the police board and the municipal council. Up to seven additional board members are appointed by the Lieutenant Governor in Council to represent the community and act in the best interest of the public.

The BC Police Services Division requires that board members either live or work in the municipality and pass a security check. Police board members have varied backgrounds but the following areas are frequently represented: law, business, finance, public communication, human resources, social work, community work, public health, and education.

In consultation with the Chief Constable and the senior management team, the police board develops and approves the department's strategic plan, annual strategic goals and objectives, and organizational values. The development of the strategic plan benefits significantly from the input of City Council, community partners and local stakeholders. The Chief Constable reports back to the police board regularly on the implementation of the strategic goals and objectives or any other key performance indicators the board sees fit. Periodic reporting to City Council also ensures transparency and spending accountability.

The professional and collaborative working relationship between the City of Vancouver and the VPD is one that the City of Surrey and Surrey PD could emulate. Over time, the City of Vancouver and the VPD have worked closely to demonstrate accountability and transparency for policing-related expenditures, to leverage the respective strengths of the two organizations, and to take advantage of available economies of scale. Operationally, there is strong collaboration between staff at all levels of the two organizations to address shared objectives.

Professional Standards Investigations

Municipal police officers are governed by the *BC Police Act* (Part 11). Investigations into alleged officer misconduct are typically conducted by a municipal Professional Standards Section. For disciplinary matters, however, municipal officers remain ultimately accountable to the OPCC.

The OPCC has considerable oversight authority for alleged police misconduct issues and citizen-generated complaints, including the authority to direct further investigation, to transfer an investigation to a different police agency, and to order a public hearing.

In September 2012, following the Braidwood Commission of Inquiry into the Death of Robert Dziekanski, the IIO was launched. The IIO was created to conduct independent criminal investigations into incidents where police presence, action, or decisions may have resulted in injury requiring medical treatment or death.

Importantly, the OPCC and IIO do not replace the civil court process and citizens can also pursue civil damages against police departments and officers. Under section 20 of the *BC Police Act*, the municipality is jointly and severally liable for torts committed by its municipal constables in the performance of their duties.

Strategic Planning

As part of its governance function, the police board ensures that the strategic plan and annual business plans reflect the needs of the community and that major initiatives and budgets are consistent with these plans. Moreover, strategic plans can be used as a tool to influence the culture of a police department, providing a written reminder of the core values and direction of an organization.

The priorities of the Surrey PD will be set locally by persons closely connected to the community. Setting the mandate, vision, strategic goals, and values of a police department falls within the mandate of the police board. Typically, a police department will consult with the police board, community partners, its members, and the public to develop these key elements of a strategic plan. Strategic goals are typically high-level and span the course of three to five years. In order to operationalize the high-level goals and to ensure that progress is being made, it is prudent to assign staff to champion each goal. Each champion should then develop a plan to operationalize the goal. These operationalized plans are often referred to as annual business plans. Much like the strategic plan, the approval of these annual business plans falls within the mandate of the police board.

The strategic plans, annual business plans, and annual reports of the Surrey PD should be holistic and focus not only on enforcement-related activities but give equal attention to the myriad of proactive police activities in the community and the collaborative partnerships with the various communities in the city. The senior executive of the Surrey PD should ensure that community policing principles are embedded in the culture of the police service and all sworn and civilian members of the police service share a common vision of the goals of the police service and commitment to the community. Once provincial support of the framework is received, public consultation can begin to determine policing priorities of the new municipal police agency. This public consultation, and resulting planning, will form the basis of the first Surrey PD strategic plan. It would be premature to begin strategic planning earlier.

Policies and Procedures

Policies and procedures are a key component of any police department. They are designed to guide sworn officers, civilian employees, and special municipal constables by defining a set of formal guidelines that are consistent with the highest professional standards in policing. In order to be effective operationally and administratively, the Surrey PD will need to design internal policies and processes that adequately and comprehensively address the mandatory Provincial Standards for Municipal Police Departments established by the Police Services Division, legal standards established by case law through previous court decisions, and other considerations.

Court Decisions and Provincial Policing Standards

Established case law will guide the actions of Surrey PD officers. These areas require constant policy updates. For example, *R. v. Golden* (2001) specified guidelines around strip searches, which had a direct impact on jail operations.

In 2009, the Supreme Court of Canada ruled as part of its *R. v. McNeil* decision that police officers are obligated to disclose, as part of the disclosure package to Crown Counsel, all records relating to serious misconduct by the investigators involved in the investigation if this misconduct is related to the investigation or could reasonably impact the case against the accused. More recently, the Supreme Court of Canada has also made consequential rulings addressing police searches of private computers, cellular phones, and similar electronic devices (*R. v. Vu*, 2013), how police can obtain basic subscriber information from service providers (*R. v. Spencer*, 2014), and the disclosure of confidential source records and documents (*R. v. McKay*, 2015). Similarly, the BC Supreme Court made an important ruling around the swearing in of information by court liaison officers (*R. v. Delalla*, 2015).

In addition to changes in law, the police must be prepared to meet changing police standards and policies. In 1998, the Police Services Division of the BC Ministry of Public Safety & Solicitor General became responsible for the Provincial Policing Standards. These standards were initially created to ensure the uniformity of policing throughout the province. They cover topics such as use of force, training, equipment, police service dogs, facilities, and specialized investigations. Some of the new policing policies that were brought into effect by the Provincial Government since 2010 include: the BC Attorney General's Violence Against Women in Relationships (VAWIR) policy in relation to domestic violence cases; new BC Provincial Policing Standards for missing person investigations; and Major Case Management (MCM) standards.

Surrey Police Regulations & Procedures

For the purposes of this report, it would be premature to attempt to create an exhaustive list of all required Surrey PD policies and procedures. It is also difficult to quantify how many policies and procedures will need to be created and incorporated into a law enforcement manual accessible to all Surrey PD personnel. More work will be required during the months leading up to the policing transition in order to identify the most crucial policies and procedures for the Surrey PD.

Once these policy requirements have been identified, specific procedures and processes will need to be developed and approved through the Surrey PD chain of command and the Surrey Police Board. Of note, not all policies and procedures will be needed in advance of the transition to Surrey PD. Many policies and procedures can be developed after the most critical policies have been defined and published. Some of the most important themes that will have to be covered by Surrey PD are outlined below.

Operational Policies

Operational policies will address mission-critical issues that have the potential to affect day-to-day police operations. Surrey PD officers will need to be knowledgeable about their legal authorities, responsibility, and requirements under the Charter when they arrest or detain someone. For example, this would include guidelines about what needs to be done when an officer comes across someone with an arrest warrant from another jurisdiction.

Other policies will speak to how long a person can be detained, how intoxicated persons should be processed, and how injuries or other apparent medical risks should be dealt with. Specific policies around police pursuits, emergency "Code 3" driving, young offenders, Breach of Peace (BOP) and State of Intoxication in a Public Place (SIPP) apprehensions, and apprehensions under the BC *Mental Health Act* would help manage the risk exposure of the Surrey PD.

Surrey PD officers will also need to know how they should handle a wide variety of public safety issues such as incomplete 9-1-1 calls, as well as municipal bylaw violations such as animal, noise, smoking, parking meter, and urinating complaints. Policies will be in place to clarify how Surrey PD officers can cancel an alarm call, when an alarm call must be investigated, and what should be done to address nuisance alarm calls. Officers should also be aware of what to do if they are assaulted or how they can request obstruction charges.

Finally, policies and procedures will be established to help officers investigate motor vehicle collisions. Officers should be proficient on how to deal with drivers impaired by alcohol or drugs. The BC Provincial Policing Standards will inform all these internal Surrey PD policies. For example, section 4.1 of the BC Provincial Policing Standards states that digital video surveillance equipment and recording systems must be installed in all locations where persons are held in police custody.

Investigative Policies

Investigative policies should clarify what actions should be taken by frontline officers and investigators, not only at crime scenes but also throughout the entire criminal investigation. All Surrey PD officers will be aware of what needs to be done at each stage of the investigation and who is responsible to do it. In case a follow-up investigation is required, Surrey PD members will be aware of which unit is responsible to conduct different types of follow-up investigation. The various investigative steps associated with each investigation will also be documented. Procedures for carrying out certain criminal investigations will be documented in detail to ensure thorough and comprehensive investigations, starting with the initial stages of the investigation up to having victim services available to complainants and victims. Policies and procedures will explain how officers should conduct a suspect interview, how witness statements should be recorded, and when interpreters or translators should be used.

Specific policies around immigration-related detentions, domestic violence investigations, missing person investigations, third-party sexual assault reports, and investigations involving young offenders would help to further contain the risk exposure of the Surrey PD. More procedures will explain what officers need to do if they wish to interview a hospital patient, psychiatric patient, or a youth. Surrey PD policies around child abuse cases will be aligned with mandatory reporting to the BC Ministry of Children & Family Development under the *Child, Family and Community Services Act* (CFCSA).

Finally, policies will describe how major incidents should be handled, including missing child (e.g. Amber Alert), kidnapping, sexual offences, barricaded person, and Chemical, Biological, Radiological, Nuclear, and Explosives (CBRN-E) situations. For example, policies and procedures will reinforce how members at the scene of a major crime incident can preserve evidence. Again, the BC Provincial Policing Standards will inform all these internal Surrey PD policies. For example, Surrey PD policies will meet or exceed the requirements of: sub-section 5.1 on the prioritization of missing person investigations in accordance with the recommendations of the Missing Women Commission of Inquiry; sub-section 5.2 on major case management requirements; and sub-section 5.3 on inter-agency cooperation and coordination, including mandatory reporting to the Violent Crime Linkage Analysis System (ViCLAS).

Use of Force

Use of force policies will address the level of force officers may use in the execution of their duties. Surrey PD members will be knowledgeable about the various force options available to them, from handcuffs and plastic straps, to batons, conducted energy weapons (CEWs), and police-issue firearms.

Members who use force options will be required to justify their actions in various legal forums such as criminal court, civil court, and in the context of *BC Police Act* investigations and/or adjudication. The mandatory reporting requirements will include documentation in accordance with the BC Provincial Policing Standards (e.g. Subject Behaviour – Officer Response Reporting) as well as reporting requirements for the IIO and the OPCC.

Important training standards will be documented, including CEW operator training, crisis intervention and de-escalation training, and use of force instructor training. Clearly, those BC Provincial Policing Standards will influence greatly the use of force policies of the Surrey PD. This includes the standards around approved firearms training, qualification, maintenance, and ammunition (sub-section 1.1). Any new weapon carried and used by Surrey PD officers will have to be approved by the Director of Police Services through the Intermediate Weapon and Restraint Approval Process (sub-section 1.2). Policies and procedures will have to define when a CEW can be used, how the CEW equipment will be stored and inventoried, what will need to be done following the discharge of a CEW, who will be responsible for CEW incident monitoring, and who will provide annual reports on CEW usage (sub-section 1.3). Other important provincial policies include those on police service dogs (sub-section 1.4), use of force reporting and investigation (sub-section 1.7), use of force models and techniques (sub-section 1.9), and use of force training (sub-section 3.0).

Administrative Policies

Administrative policies will ensure that Surrey PD financial and personnel information is properly recorded and tracked. This will involve policies and procedures around the decision-making and approval processes associated with procurement, fee collection, gifts and donations, overtime approval, leave management, sensitive information management, court notification, travel and training, human resources issues, privacy issues, collective agreement issues, officer health and safety, and the approval of other expenses. An audit mechanism will be designed and established to ensure compliance. Policies will clarify the employer's expectations regarding the use of alcohol, medication or controlled drugs that may render an employee unfit for work, impair performance, or cause risk of harm to health and safety. Guidelines around workplace harassment and bullying will also be detailed. Guidelines will clarify who is authorized to participate in ride-alongs and procedures will be developed to protect everyone's safety. Finally, policies and procedures will ensure there are appropriate protections for Surrey PD officers or staff members who report possible misconduct situations. Guidelines will be in place to ensure that misconduct investigations that may result in disciplinary action are conducted fairly and thoroughly.

Additional Considerations

Additional policies and procedures will be needed to address uniform and equipment standards. Surrey PD employees will need to know how they can request new equipment or software. Schedules will ensure that police vehicles and equipment are maintained and replaced in accordance with recommended guidelines. Grooming and appearance policies will be designed to ensure each Surrey PD member projects a professional image. Officers will be clear as to when they should wear their firearm and when it is appropriate for them to wear a dress uniform. Other policy issues that will need to be considered include: smoking and chewing tobacco on duty, tattoos, and the wearing of religious or cultural clothing.

The police authority, powers, and responsibilities of Surrey PD officers are rooted in many different legislated enactments including (without being limited to): *BC Police Act, Criminal Code of Canada, BC Freedom of Information and Protection of Privacy Act, BC Liquor Control and Licensing Act, BC Mental Health Act, BC Motor Vehicle Act and Regulations, BC Safe Streets Act, BC Victims of Crime Act, Cannabis Act, Controlled Drugs and Substances Act, Corrections and Conditional Release Act, Firearms Act, Identification of Criminals Act, Immigration Act,* and the *Youth Criminal Justice Act.* Surrey PD policies and procedures will need to reflect these legal foundations.

The complex area of policy development is one area where the Surrey PD could benefit from important synergies with another police agency, such as the VPD for example. Many of the previously discussed policies and procedures are already in place at other agencies (including the VPD) and could offer a starting framework for Surrey PD policies, significantly streamlining this process.

External Agreements

Throughout the transition phase and following the creation of the new police department, it is expected that the Surrey PD will enter into partnership agreements and Memoranda of Understanding (MOUs) with various external organizations.

Anticipated partners for Surrey PD could include: City of Surrey, other local agencies such as the VPD, Transit Police and Delta Police, Surrey School Board, Fraser Health Authority, BC Crime Stoppers, BC Civil Forfeiture Office, Combined Forces Special Enforcement Unit of British Columbia (CFSEU-BC), E-Comm, PRIME-BC, WorkSafeBC, BC Sheriffs, BC Ministry of Children and Family Development, BC Ministry of Public Safety and Solicitor General, BC Ministry of Attorney General, Canada Revenue Agency, Canada Border Services Agency (CBSA), Immigration, Refugees and Citizenship Canada, and the Criminal Intelligence Service Canada (CISC).

6.   Projected Operating Model

After detailed analysis and an environmental scan of Surrey's current state, the Technical Assistance Team recommends a Surrey PD operating model staffed by a total of 805 sworn officers, 20 Community Safety Personnel (CSP) and 325 civilian positions, for a total staffing of 1,150 positions. This represents 13 more sworn officers and a total staffing increase of 5% compared to the existing authorized Surrey RCMP resources.

The staffing model proposed by the Technical Assistance Team for the Surrey PD was derived by examining the anticipated workload of each function. In order to estimate the workload of each area, multiple sources of qualitative and quantitative information were examined. For example, there were considerations for public safety, unique workload challenges created by legislation, policing standards or policies, the demographics of Surrey, the need for proactive capacity, and the need for extensive community integration. Where appropriate, the VPD staffing model was used for baseline reference purposes. In these cases, however, the relative size of Surrey and Surrey PD compared to Vancouver and the VPD was taken into account.

In most sections where similar work is spread across multiple officers, workload comparisons between Surrey and Vancouver informed how many Surrey PD officers may be required relative to the VPD. In many cases, especially in the proposed Surrey PD Investigations Division, workload could only be estimated through official police-reported crime statistics published by Statistics Canada. For reference, the following table shows the volume of crime in Surrey compared to Vancouver, by crime type, as reported by Statistics Canada for 2017 (the most recent year for which public data is available).

Table 9. Volume of Crime in Surrey Compared to Vancouver (2017)

Crime Type	Surrey	Vancouver	Surrey to Vancouver Ratio
Homicide	12	19	0.63
Attempted Murder	29	17	1.71
Aggravated Assault	31	60	0.52
Assault Causing Bodily Harm	777	1,526	0.51
Common Assault	2,095	2,846	0.74
Robbery	385	657	0.59
Offensive Weapons	330	652	0.51
Sex Offences	355	614	0.58
Theft of Motor Vehicle	3,004	1,547	1.94
Theft from Auto	8,223	12,572	0.65
Theft <>$5,000	6,726	13,060	0.52
Possession of Stolen Property	281	716	0.39
Fraud	3,489	3,059	1.14
Arson	178	212	0.84
Mischief	4,173	5,261	0.79
B&E	3,304	4,659	0.71

Careful attention was also given to policing areas where crime volume and caseload are not relevant workload drivers. In those cases, other measures and benchmarks were used to determine the appropriate Surrey PD staffing. For example, in the case of School Liaison Officers, the number of schools and students in the Surrey School District were used to arrive at the proposed Surrey PD staffing level. Similarly, the actual number of staff within the Surrey PD was used to determine the appropriate payroll staffing levels. In cases where specific functions or portfolios do not require more than one dedicated full-time officer, the portfolio of work was examined to determine if it was scalable based on the relative size of Surrey PD. In the case of the VPD's Sex Industry Liaison Officer, for example, the portfolio of work does not lend itself to scaling and therefore Surrey PD staffing will be similar to VPD staffing or other large municipal police agencies.

Organizational Structure

The operating model proposed for the Surrey PD is built on three main divisions: Operations Division, Investigations Division, and Support Services Division. Each of these divisions will be under the command of a Deputy Chief Constable. These deputy chief constables will report to the Chief Constable.

While other organizational models would also be viable, a streamlined organizational structure is recommended for the Surrey PD. This organizational structure will have only three ranks under the ranks of Chief Constable and Deputy Chief Constable (executive): Inspector (manager), Sergeant (supervisor), and Constable (practitioner).

For reference, the proposed Surrey PD organizational structure is summarized by the following organizational chart. Importantly, the existing City of Surrey civilian support positions have been leveraged and integrated into the proposed operating model for Surrey PD. This is why there is only one unified organizational chart for the entire Surrey PD.

Police Board

- Public Affairs Section
- **Office of the Chief Constable**
- Executive Officer

Operations Division

Patrol Section
- Patrol Districts 1-5
- Metro Teams
- Duty Officer

Patrol Support Section
- Traffic Enforcement Teams 1 & 2
- Traffic Support Team
- Mental Health Team
- School Liaison Teams 1 & 2
- Emergency Operations Team
- Community Safety Team

Diversity and Community Support Section
- Diversity & Indigenous Services Team
- Neighbourhood Resource Team
- Victim Services Team
- Youth Counselling Team
- Community Services Team

Detention Services Section
- Jail

Operations Communications Centre

Investigations Division

Major Crime Section
- Robbery & Assault Teams 1-3
  - Unsolved Homicides
- Strike Force Teams 1-4
- Tactical Support Team
- Covert Intercept Team

Organized Crime Section
- Gang Interdiction Teams 1 & 2
- Organized Crime Investigation Teams 1 & 2
- Criminal Intelligence Team

Special Investigations Section
- Sex Crimes Teams 1 & 2
- Domestic Violence & Criminal Harassment Teams 1 & 2
- Counter Exploitation Team
- Missing Persons Team
- Sophie's Place
- Polygraph Team

Property Crime Section
- Cyber & Technological Crime Team
- Property Crime Teams 1 & 2
- Financial Crime Team
- Youth Services Team

Analysis and Investigations Support Section
- Crime Analysis Team
- Investigative Assistants Team

Support Services Division

Human Resources Section

Professional Standards Section

Recruiting and Training Section
- Recruiting Team
- Training Team
- Force Options Team

Information Management Section
- CPIC Management Unit
- Transcription Team
- Court Services Unit
- Public Services Team
- Information & Privacy Team
- Information & Technology Team
- Fleet Management Team
- Facilities Management Team
- PRIME Liaison Team

Financial Services Section
- Asset Management Team
- Payroll Team

Planning and Research Section

OPERATIONS DIVISION

The Operations Division will house almost two thirds of all Surrey PD officers, including most of its uniformed officers. The Division will be under the direction of the Deputy Chief Constable commanding Operations. The Deputy Chief Constable will be assisted by an Executive Assistant.

The following table summarizes the proposed staffing for the Operations Division. The Division will account for 60% of the sworn strength and 32% of the civilian strength of the Surrey PD.

Table 10. Proposed Staffing Model for Surrey PD Operations Division

	Exec.	Insp.	Sgt.	Cst.	Total Sworn	Total CSPs	Total Civilians
Operations Division	1						
Patrol Section							3
District 1			1	6	78		
District 2			1	6	66		
District 3			1	6	78		
District 4			1	6	48		
District 5			1	6	54		
Metro			2	18			
Duty Officer			4				
Patrol Support Section		1					1
Traffic Enforcement Team 1			1	10			
Traffic Enforcement Team 2			1	10			
Traffic Support Team			1	10			1
Mental Health Team			1	10			
School Liaison Team 1			1	9			
School Liaison Team 2			1	9			
Emergency Operations Team			1	3			1
Community Safety Team			1			20	
Detention Services Section		1					
Surrey Jail			8	4			12
Operations Communications Centre							60
Diversity and Community Support Section		1					1
Diversity and Indigenous Services Team			1	7			
Neighbourhood Resource Team			1	10			
Victim Services Team							8
Youth Counselling Team							5
Community Services Team							13
Total Staffing	1	12	50	424	487	20	105

Patrol

The patrol function of the Surrey PD will provide a frontline response to calls for service. Patrol officers respond to calls for service from the public and engage in proactive police work, which includes proactive enforcement activities and community engagement. The VPD patrol model consists of teams of constables led by one supervisor (typically a sergeant or equivalent). These teams rotate through shifts together and the supervisor is responsible for developing, mentoring, and monitoring the constables on the team.

One-half of the patrol teams are on-duty on any given day, with one Odd side and one Even side. This guarantees patrol coverage 24 hours per day, seven days per week, 365 days per year.

Another component of the patrol function is the Duty Officer, a senior-ranking officer who is responsible for providing daily operational oversight for all patrol functions and has the authority to make key command decisions when major incidents occur. For example, if there is a hostage-taking situation or a barricaded person, the Duty Officer is responsible for ensuring that sufficient resources are deployed to the incident while also ensuring that there are sufficient resources in the rest of the city so that public safety is maintained.

The proposed patrol staffing and deployment model for the Surrey PD is based on historical workload measures, qualitative information, existing best practices for patrol and resource deployment, and the operational knowledge of the Technical Assistance Team. Some of the data used to inform this model and the necessary analysis is from open-source documents and supplementary data. Due to statutory limitations and terms of use around data disclosure, some of the Surrey RCMP data cannot be disclosed by the VPD or presented here.

Patrol Staffing

Based on a quantitative analysis of the calls for service currently handled by the Surrey RCMP and a qualitative analysis of the various Surrey neighbourhoods, the Technical Assistance Team anticipates that the Surrey PD should assign a total of 342 constables, 32 sergeants, and nine inspectors to the patrol area. This represents approximately 50% of the Surrey PD's entire sworn authorized strength (excluding potential integrated units). Three clerical staff positions are currently supporting each RCMP Watch (A, B, C, D). These civilian positions will continue to support the Surrey PD's patrol section.

Table 11. Patrol Staffing at Surrey PD

District	Inspectors	Sergeants	Constables	Total Sworn	Civilian
District 1 (City Centre/Whalley)	1	6	78	**85**	
District 2 (Fleetwood/Guildford)	1	6	66	**73**	
District 3 (Newton)	1	6	78	**85**	
District 4 (Cloverdale)	1	6	48	**55**	
District 5 (South Surrey)	1	6	54	**61**	
Duty Officers	4			**4**	
Metro Teams		2	18	**20**	
Clerical Support					3
TOTAL	**9**	**32**	**342**	**383**	**3**

The overall staffing level was analyzed by applying the Vancouver model to historical Surrey call load data and scaling the patrol staffing levels accordingly. According to the Surrey RCMP's 2018-2022 Strategic Framework document, Surrey RCMP responded to 186,287 calls for service in 2017.[86] This represents approximately 70% of the VPD's 267,937 calls for service for 2017. Of course, not all calls for service require the same amount of police time or the same number of officers. For example, the average assault report in Vancouver requires approximately 1 hour and 50 minutes more patrol officer time than a theft report. Weighing calls for service by the average amount of police resources required for each call type, it is expected that the Surrey PD would require approximately 60% of the VPD's number of patrol officers. The proposed patrol staffing level achieves this.

Again, based on the public numbers released in the Surrey RCMP's 2018-2022 Strategic Framework, call load in Surrey has remained consistent between 2015 and 2017 (less than 0.5% annual increase). As such, police call load in Surrey is not expected to increase significantly before 2021. Unless this trend changes unexpectedly, the proposed staffing model will be able to absorb this minimal growth. That being said, it would be prudent to reassess the Surrey RCMP's call load in late 2020 to determine if the Surrey PD will require additional patrol resources. In fact, this re-assessment is one example of the kinds of routine workload assessments that should be conducted on an ongoing basis to ensure that the Surrey PD continues to be staffed adequately, and is able to meet the needs and expectations of the community.

Patrol Shifting

In order to determine when Surrey PD patrol resources should work to maximize their ability to respond to calls for service while also maintaining proactive capacity throughout the day, hourly call load was analyzed and shifts were designed to obtain the best possible coefficient of correlation.[87]

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[86] Surrey RCMP, Strategic Framework 2018-2022. http://bc.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2230&languageId=1
[87] The coefficient of correlation statistic is a measure of how two variables move in relation to each other. For example, if call load is twice as high in the evening relative to morning hours and patrol staffing mirrored this exactly - with twice the number of officers staffed in the evening than the morning hours – there would be a perfect correlation of 1.00. This value of 1.00 indicates that both the staffing and call load move together in

Under the proposed staffing model, the Surrey PD would deploy three shifts per day (Alpha, Bravo, Charlie) out of each patrol district as well as a roving city-wide metro team. Based on historical Surrey RCMP call load patterns, these three shifts and the metro team would provide a coefficient of correlation of 0.66. This means that patrol staffing would match hourly call load closely, resulting in efficiently staffed patrol functions.

The patrol shift pattern proposed for the Surrey PD is shown in Table 12. This proposed patrol shifting model is designed to safeguard public safety while also optimizing patrol resources by matching hourly patrol staffing to calls for service. To maintain adequate coverage during shift changes and to reduce the likelihood of overtime at the end of shifts, "early" and "late" units will be utilized. These units will provide coverage during shift changes and can respond to those calls for service that may be more lengthy and occur towards the end of shifts. This frees up members who are due to go off-shift, reducing the levels of overtime and the associated costs.

Table 12. Proposed Patrol Shifting Pattern for Surrey PD

Hour of the Day	Day	Afternoon	Night	Metro Team
Midnight			Charlie	
1			Charlie	
2			Charlie	
3			Charlie	
4			Charlie	
5	Early Car		Charlie	
6	Alpha			
7	Alpha			
8	Alpha			
9	Alpha			
10	Alpha			
11	Alpha			
Noon	Alpha	Bravo		Metro Team
13	Alpha	Bravo		Metro Team
14	Alpha	Bravo		Metro Team
15	Alpha	Bravo		Metro Team
16	Alpha	Bravo		Metro Team
17		Bravo		Metro Team
18		Bravo		Metro Team
19		Bravo	Charlie	Metro Team
20		Bravo	Charlie	Metro Team
21		Bravo	Charlie	Metro Team
22		Bravo	Charlie	Metro Team
23		Late Car	Charlie	

proportion identically. Conversely, if the staffing level was moving exactly opposite to the call load, the coefficient of correlation would be -1.00.

Metro Teams

The Metro Teams will provide a way to efficiently deal with the inherent variability in calls for service between the districts. Although there are long-term trends in the calls for service, which the proposed staffing model has the capacity to absorb, the proposed staffing model must also be able to have the flexibility to respond to daily fluctuations in call load. When this occurs, the Surrey PD Metro Teams will allow for the shifting of resources throughout the city as required.

Operationally, the Duty Officer will be responsible for assigning the on-duty Metro Team to wherever it is needed on that particular day or at a specific time. For example, if the call load is relatively high in the Cloverdale area on a particular day, the Duty Officer will have the ability to flood the area with a large team of uniformed officers. If the call load is divided evenly throughout the city, the Metro Team may be dispersed throughout the city as well. Additionally, the Metro Team will give the Duty Officer the ability to respond effectively to emerging situations that require an increased police presence by redeploying resources throughout the shift without disrupting patrol units assigned to a permanent district. This will ensure a continued visible police presence throughout Surrey, even when an emergent situation occurs. A review of the call load in Surrey suggests that it is likely that the Metro Team will be assigned frequently in the Newton and Whalley neighbourhoods.

Two-Officer Units

Facing tight budget constraints or political pressures and seeking a more cost-effective policing strategy, several municipal police agencies have been tempted to deploy more single-officer patrol units and fewer two-officer units as a short-term cost-cutting measure. However, there is evidence that an arbitrary shift to more single-officer patrol units may lead to false economies if patrol effectiveness, officer safety and staff issues are not properly considered.[88] The deployment of single-officer units must be informed by risk factors, operational knowledge and other tactical issues. An optimal deployment model must incorporate a judicious ratio of single to two-officer units and an efficient dispatching procedure.

When an incident occurs there is always a possibility the situation can deteriorate in unexpected ways. However, there are best practices around the handling of certain calls for service. For example, calls which have a tenor of violence should be handled by more than one officer to protect both the public and the officers themselves.

Also, cases where there is a need to interview multiple persons and properly separate them during these interviews (such as domestic violence incidents) require more than one officer. As such, there are some deployment models where officers deploy in partnerships, or two-officer units.[89]

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[88] See chapter 9 of the VPD Patrol Deployment Study (2007) for a fulsome discussion of the literature and associated quantitative evidence. Available at: https://vancouver.ca/police/assets/pdf/studies/vpd-study-patrol-deployment.pdf
[89] See section 9.2 of the 2007 VPD Patrol Deployment Study for a cursory survey of North American police agencies.

One advantage is that two-officer units tend to generate more traffic citations and handle each call for service relatively more quickly on average.[90] For a given response time, a two-officer unit arriving first at the scene of an incident was 18% to 25% more likely to make an arrest than a single-officer unit.[91] Two-officer units are also more likely to make an arrest or complete a formal police report after responding to a domestic argument, while single-officer units are relatively more likely to make an arrest or give a warning after detaining an intoxicated person, suggesting that two-officer units might be more effective at deterring antagonistic behaviour and prevent violence.[92] Single-officer patrol units are significantly more likely to be injured when assaulted[93], and there is evidence in the FBI data that they are also more likely to be killed.

Of course, while some calls for service require two officers, others require only a single officer. An example of this would be a theft from auto case where there is no indication that the offender is still at the scene. In these cases, it would be inefficient to tie up two officers to document what happened or what was stolen. In general, it is more efficient to deploy more single-officer units during the day and in less-densely populated areas or restrict their use to "low-risk" tasks such as report taking, traffic enforcement and patrol supervision.

Through an examination of the types of calls for service that have been handled by the Surrey RCMP historically, it is estimated that 60% can be expected to require at least two officers. As such, a 60-40 distribution of two-officer and single-officer units is recommended. In other words, 60% of all Surrey PD patrol units should consist of two officers working together in one vehicle. The remainder (40%) of the patrol units should consist of a single officer who can handle more routine calls for service. This hybrid mix of two-officer and one-officer units provides the most effective and efficient deployment model.

District Boundaries

Currently, the General Duty function of the Surrey RCMP is divided across five patrol districts. The five existing District sub-stations provide multiple points of contact for the community throughout the city. District boundaries serve to ensure that resources can be distributed in a balanced manner throughout the city, give patrol officers ownership of specific areas of the city, and clarify areas of responsibility for the District Inspectors. Additionally, they can also inform the allocation of city services. In general, it is a good practice to consider existing City or other administrative delineations, as this can lead to a better alignment with existing City programming and other community initiatives.

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[90] Wilson, C. (1990). Research on One- and Two-Person Patrols: Distinguishing Fact from Fiction. National Police Research Unit (Australia), Report Series No. 94.

[91] Tarr, D. (1978). Analysis of Response Delays and Arrest Rates. Journal of Police Science and Administration, 6(1):429-451.

[92] Intoxicated persons are typically arrested when they are aggressive. The fact that solo officers arrested proportionately more intoxicated persons suggests that they faced relatively more resistance than two-officer units dealing with similar circumstances. Wilson, C. and Brewer, N. (1991). When Do Patrol Officers Encounter Resistance? National Police Research Unit (Australia), Report Series No. 105. See also Wilson, C. and Brewer, N. (1991). One- and Two-Person Patrols: Summary Report. National Police Research Unit (Australia), Report Series No. 108.

[93] Wilson, L., Brunk, G., and Meyer, K. (1990). Situational Effects in Police Officer Assaults: The Case of Patrol Unit Size. Police Journal, 63(3): 260-271.

The Technical Assistance Team examined the existing district boundaries used by the Surrey RCMP in order to determine if any changes would lead to greater efficiencies in the delivery of policing services. Several competing objectives need to be balanced when district boundaries are configured. It is usually impossible to simultaneously level out the total call load per district, average workload per officer, average response time, and cross-district dispatching. Ultimately, the use of five districts within Surrey is recommended because this would allow the Surrey PD to leverage the existing District sub-stations. However, it is proposed that the five patrol districts be slightly redrawn to align them with the current Surrey neighbourhood map. The revised district map is shown below.

Figure 11. Map of Proposed Surrey PD Districts
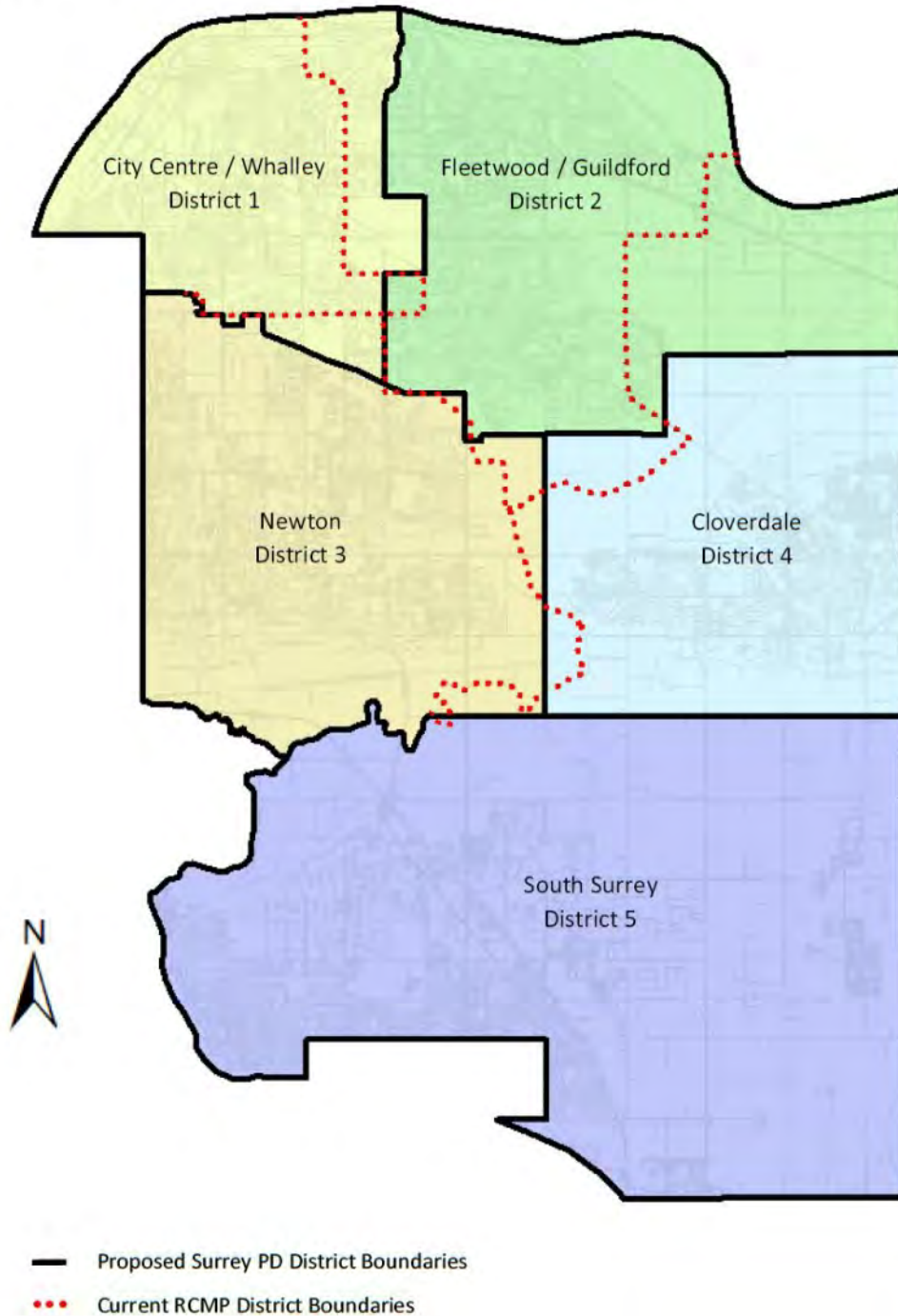
Legend:
— Proposed Surrey PD District Boundaries
••• Current RCMP District Boundaries

Each district will be managed by a District Inspector who will be responsible for the delivery of frontline policing services that meet the needs of their respective communities. Each of the policing districts can be considered to be "micro-environments" within the city and have unique policing requirements.

Having each neighbourhood fall entirely within one district would allow for a consistent approach to dealing with community issues and would provide one point of contact for community residents. The District Inspector will be the highest-ranking Surrey PD representative in each district neighbourhood and will champion efforts to develop collaborative partnerships with the community to identify, and solve, community issues. The District Inspector will also take ownership of specific community initiatives on behalf of the Surrey PD. This will include liaising with community groups, business improvement associations, community partners from non-governmental organizations, and other government services.

To determine the appropriate staffing level for each district, the primary focus was to balance the average workload per officer across the different districts. It should be noted that the districts and neighbourhoods within Surrey are quite disparate in size. This results in a balancing act that requires factoring sometimes conflicting objectives. For instance, it is not feasible to equalize the staffing numbers, span of control for patrol NCOs, density of patrol coverage, and workload per officer across the various patrol districts. One way to view this is that a total of 78 constables and six sergeants have been allocated for both District 1 (City Centre/Whalley) and District 3 (Newton). This makes them the two districts with the largest number of Surrey PD patrol officers, which makes sense because they are also expected to have the highest call load among the five districts. Similarly, the proposed staffing level for the South Surrey district implies a higher officer to call load ratio than the Newton District due to the relatively large land mass of the South Surrey district.

Prisoner Transportation

The method of prisoner transport was examined for potential efficiencies. Typically, prisoners are transported to the jail by either a police wagon or through the use of a patrol car with a prisoner partition ("cage car"). The benefit of a police wagon is that the arresting patrol members do not need to spend time driving the prisoner to the jail and, as a result, they are able to continue working on the file or are able to respond to other calls for service. However, in order to capitalize on this benefit, the wagons must be staffed in a manner where they can quickly respond when an arrest has been made by another officer. As such, they are typically most effective in areas where there are a higher volume of arrests concentrated in a small geographical area.

Due to the geographical size of Surrey, two wagons will be required to be deployed at any given time. If only one wagon were to be deployed there would be significant delays in transporting prisoners if concurrent arrests occurred in different areas of the city.

In order to staff two wagons 24 hours per day, a minimum of six wagon drivers would be required daily. In addition to this, the officers must be able to take a meal break during their shift. In order to ensure there is coverage seven days per week, this would necessitate the use of 12 officers.

Further consideration was given to how many arrests occur in Surrey. The City of Surrey provided to the Technical Assistance Team data on the number of prisoners admitted at the Surrey Cell Block between 2016 and 2018 inclusively. Based on this information, it is estimated that approximately 20 prisoners are admitted to the Surrey Cell Block daily.

Deploying police wagons and assigning patrol officers specifically to wagon driver duty would mean these officers would likely experience significant periods of downtime while waiting for prisoners to transport. This would be inefficient because wagon drivers cannot take many other patrol duties as they are required to be available to immediately respond to prisoner transportation requests in order to free up the arresting patrol officers. Any delays in picking up prisoners negate the benefit of utilizing wagons for transportation.

Finally, the cost to equip all the patrol vehicles for prisoner transport functions is estimated at approximately $350,000, whereas the cost of purchasing and outfitting eight police wagons could be as high as $800,000. This does not include the additional police resources that would be required to staff the police wagons. As a result of the considerations outlined above, it is recommended that the Surrey PD use patrol cars fitted with prisoner partitions.

Additional Uniformed Presence

In addition to patrol officers, there are many other Surrey PD officers who will be deployed operationally in the field and will provide police visibility and constant contact with the community. While these positions will be discussed in greater detail later in the report, they include the uniformed Gang Interdiction Teams, Traffic Enforcement Teams, School Liaison Teams, Neighbourhood Policing Team, and some Traffic Support Team officers. These officers will all routinely deploy in uniform within the community and have the capability to provide an immediate response to any incident requiring immediate police action.

Under the proposed plan, well over 50% of the Surrey PD sworn officers will consist of uniformed frontline officers who will respond to calls for service, will patrol throughout the community, and will proactively address public safety issues, including unsafe driving and gang activity. These members will also work collaboratively with the community on a daily basis in schools, hospitals, and on the streets.

Community Safety Personnel

Community Safety Personnel will further bolster the visibility of the Surrey PD in the community. Community Safety Personnel (CSPs) are part of a tiered policing model that utilizes trained uniformed special municipal constables/peace officers with lower-level force options to support patrol officers during their day-to-day duties. Similar deployment models have been used elsewhere in Canada, and internationally, under a number of different program names, including: Auxiliary, Reserve, Cadet, Community Safety Officer, Special Constable Programs, and Community Safety Personnel. In these jurisdictions, unarmed peace officers handle activities that do not require the presence of a highly trained professional police officer who is armed with a firearm. They engage in visible and proactive duties in support of regular patrol officers. When CSPs take on these lower-level duties, regular police officers have significantly increased capacity for proactive policing, and greater availability and visibility in the community.

At the Surrey PD, the CSPs would be unarmed peace officers who respond to lower-priority, lower-risk, and lower-complexity policing tasks, while focusing on community engagement, quality of life issues, and customer service. The expectation is that the personnel assigned to the Community Safety Team will engage in low-risk tasks.

They will not undertake any task where there is a dangerous suspect. These low-risk tasks primarily include, but are not limited exclusively to, the transportation and tagging of property, maintaining containment on cleared crime scenes, managing the scenes of motor vehicle incidents, engaging in intelligence led proactive based patrols, and providing a visible uniformed presence at community events for the purpose of community engagement. Additionally, as CSPs will be trained to direct traffic at motor vehicle incidents, they will also be utilized to manage traffic flow for events that impact traffic such as street festivals and parades. This function is the same as that of the Traffic Authority program at the VPD.

CSPs will thus free up regular patrol officers from these tasks, enabling them to spend more time on proactive policing activities, address more serious crime or disorder issues, and remain more readily available to respond to other calls. Combined, the CSPs and the regular patrol officers with more proactive time will lead to more visibility in the community.

In addition to creating increased availability and visibility for regular patrol officers, the CSPs themselves will be visibly active and add a Surrey PD presence in the community. They will interact with the community and engage the public, with a particular focus on customer service and community liaison. The personnel assigned to the CS team will assist patrol officers by providing additional "eyes and ears" on the streets. They will deploy in "hot spot" areas, where regular patrol officers often do not have as much available time to work. When needed, the personnel assigned to the CS team will provide additional support for traffic control duties, freeing up regular patrol officers for proactive police work.

They can also assist regular patrol officers with routine investigative tasks such as canvassing commercial areas to locate potential evidence (e.g. video evidence) and maintaining perimeter security at low-risk crime scenes. Finally, the personnel assigned to the CS team will be available to provide logistical support during large-scale deployments, major events, emergencies or disasters.

The CSPs will administratively report to a sergeant in the Community Safety Team, but will report to a rotating patrol supervisor for operational deployments. The Community Safety Team discussion in the following section will outline the shifting and staffing of the CSPs.

Patrol Support Section

The Patrol Support Section will house uniformed and frontline officers that support frontline patrol officers through specialized functions such as traffic enforcement, mental health support, working in schools, planning for large-scale public events, and developing plans for emergency situations. This Section will be led by an inspector. A civilian administrative assistant will support the inspector and the various Patrol Support teams.

Traffic Enforcement Teams

Within the Patrol Support Section, two Traffic Enforcement Teams will conduct targeted speed enforcement and work proactively to promote safer roads, thereby saving lives and reducing fatalities and motor vehicle injuries. Traffic Enforcement officers will be mandated to enforce all traffic laws contained in the *Criminal Code*, the *BC Motor Vehicle Act and Regulations*, other provincial statutes, and municipal bylaws. They will be specially trained and equipped to set up speed checks, other checkpoints and roadblocks, targeting high-collision areas and high-risk behaviours. They will also assist patrol officers by providing traffic control at the scene of motor vehicle accidents and major incidents. They will monitor and respond to traffic-related community concerns and complaints through enforcement and education. They will also initiate and conduct traffic safety campaigns with the goal of improving road safety for bicycles, pedestrians and other road users. Their primary goals will include the reduction of collisions and the efficient movement of traffic. The two Traffic Enforcement Teams will work 4-on 4-off shifting patterns to allow for seven days a week coverage. Each team will consist of 10 constables led by one sergeant and will work closely with an analyst to conduct data-led enforcement throughout the city. The Surrey PD should also continue to work closely with the Integrated Road Safety Unit (IRSU). This supplementary traffic enforcement presence, combined with the proposed staffing level for Surrey PD Traffic Enforcement Teams, will provide for a high level of road safety in the city of Surrey.

Traffic Support Team

Also within the Patrol Support Section, the Traffic Support Team will provide education, training, and research services to other members of the Traffic Section as well as specialized traffic enforcement such as commercial vehicle enforcement. Among other things, this will involve communicating legislative changes affecting traffic enforcement through departmental bulletins, electronic briefings and other training methods; training members in the use of Approved Screening Devices (ASD), blood kits, drug evaluation and evidentiary breath testing; maintaining certifications and specific qualifications, including Breath Testing Apparatus, ASD, Standard Field Sobriety Test (SFST), and Drug Recognition Expert designations for the entire Surrey PD; processing administrative driving prohibitions and vehicle impoundments; coordinating the regular maintenance program for DataMaster and ASD units; coordinating the Speed Watch Program; and compiling research reports on a wide range of topics related to legislative changes, court decisions, safety campaigns and administrative issues.

Officers in the team will also be responsible for conducting enforcement on commercial vehicles to ensure that these vehicles are in good repair and safe to be on the road.

Due to the size of these vehicles and the goods that they transport, collisions and accidents due to poor vehicle state, unsafe driving, and driver error can be considerably worse than collisions involving only passenger vehicles. Given that there are multiple border crossings and highways within Surrey, this is an important function to maintain.

This team will also have additional capacity for investigating collisions, including police-involved incidents. At present, the Surrey RCMP relies on the Integrated Collision Analysis and Reconstruction Service (ICARS) to aid in major collisions. It should be noted that this service does not have the capacity to investigate all accidents.

When applicable, members of the Traffic Support Team will utilize ICARS accident reconstruction and forensic reports to form a part of their investigations.

Overall, the Traffic Support Team will consist of one sergeant, 10 constables, and one civilian to address the aforementioned responsibilities. This staffing is consistent with the portfolio-based tasks undertaken by this Team and is comparable to the staffing in the VPD. One civilian member will continue to be responsible for calibrating and maintaining ASDs and other equipment used by the Traffic and Patrol Teams.

Mental Health Team

It is estimated that Canadian police agencies collectively have about one million encounters annually with persons who are mentally ill or are suffering from substance abuse, or both.[94]

In some jurisdictions, up to 40% of all police calls involve a person with an apparent mental illness. Some persons with mental illnesses have hundreds of contacts with the police annually.[95]

Still within the Patrol Support Section, the Surrey PD's Mental Health Team will work with community partners to streamline information sharing and provide a proactive service platform that attempts to improve the quality of life for their mutual clients who live with mental illnesses and problematic substance use and addiction. This highly collaborative, patient-centered approach is intended to help stabilize the client resulting in a reduction of crime, *Mental Health Act* apprehensions, and hospital wait-times for police members. Members on this team will also work with mental health nurses to make field visits and are a resource for patrol officers that require assistance with a mental health related call. Four Mental Health Team members are required to staff the mental health cars seven days a week with one daytime shift and one nightshift. Two additional members are required for the Assertive Community Treatment (ACT) teams. The ACT teams provide a longer term program that prepares the client for a successful transfer to a step-down community service. An additional four members are required for other mental health initiatives with the local health authority. There will be 10 officers under the supervision of one sergeant. This is consistent with the staffing at the VPD for a portfolio-based team.

This team will be able to effectively replace the Integrated Mobile Crisis Response Service currently provided in Surrey under the Car 67 model, as well as the Surrey RCMP Police Mental Health Intervention Unit. Currently, Surrey RCMP and the Fraser Health Authority jointly respond to police calls involving mental health or domestic violence as part of the Car 67 ("B67") service delivery model, which was formalized in the form of a 2010 MOU between the Fraser Health Authority (Mental Health and Addiction Services) and RCMP 'E' Division.[96] The model pairs a police officer with a mental health professional (nurse) in a police vehicle and they respond together to mental health and substance use emergencies.

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[94] CBC News (April 4, 2018), Katie Nicholson and Jacques Marcoux. Most Canadians killed in police encounters since 2000 had mental health or substance abuse issues. https://www.cbc.ca/news/investigates/most-canadians-killed-in-police-encounters-since-2000-had-mental-health-or-substance-abuse-issues-1.4602916
[95] VPD (2008). Lost in Transition: How a Lack of Capacity in the Mental Health System is Failing Vancouver's Mentally Ill and Draining Police Resources. https://www.cbc.ca/bc/news/bc-080204-VPD-mental-health-report.pdf
[96] https://www2.gov.bc.ca/assets/gov/health/managing-your-health/mental-health-substance-use/police-interface-report.pdf, Appendix 2.

The police officers who work in these mobile crisis units typically have enhanced training in mental health beyond what is provincially mandated (i.e. crisis intervention and de-escalation training).[97] Surrey RCMP also has a Police Mental Health Intervention Unit with Mental Health Liaison Officers who coordinate services from healthcare to law enforcement for the purposes of responding to individuals in crisis, facilitating outreach assessments, managing risk, monitoring cases, and supporting review panel and extended leave processes.[98]

For example, these Liaison Officers work with community partners and agencies to identify long-term solutions for clients who have repeated police contacts related to their mental health needs or were involved in high-risk incidents where mental health was a significant component.

School Liaison Team

Also under the Patrol Support Section, two School Liaison Teams will provide a full-time police presence in Surrey schools. School liaison officers will provide a bridge between the school community and the Surrey PD. They will act as legal resources, counsellors, mentors and positive role models for students. They will also investigate school-related incidents and will work to enhance school safety and security. They should also continue to support the School Safety Alert System, Violence Threat Risk Assessment Protocol, Safe & Caring Schools Policy and Regulations, and other federally and provincially-funded youth mentorship, bullying and gang prevention initiatives that are currently in place. They can respond to and follow up with complaints or tips from school administrators. In accordance with section 177 of the *BC School Act*, members of the School Liaison Team and Youth Services Team will be the only Surrey PD members who have the authority to ban someone from a school or school grounds as designated by the Surrey Board of Education.

To determine the staffing of the School Liaison Teams, the Technical Assistance Team examined the ratio of school liaison officers to schools in Vancouver. The Vancouver School Board has 109 schools, or roughly seven schools per officer. The Surrey School District (School District 39) includes a total of 129 schools. At a rate of seven schools per officer, the Surrey PD's School Liaison Teams would require 18 school liaison officers. For span of control reasons, these officers will be split into two teams and each team will be led by one sergeant. This will require a total of 20 officers. This devotion of resources to schools is central to engaging youth and preventing kids from taking the wrong life-path, thus reducing future gang violence.

Surrey PD School Liaison Officers will participate in the Surrey Safe School program and therefore will work closely with the Safe School Liaison assigned to every secondary school in the Surrey School District.[99] Safe School Liaisons are civilian staff members embedded into each high school. Their main mandate is to help with issues related to school safety or student well-being, support the youth programming, and connect students with useful resources in their school and community. There is also a Substance Use Liaison and a Youth Diversity Liaison.

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[97] RCMP, Enhancing Police Response to Mental Health Situations. http://bc.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2096&languageId=1&contentId=41702
[98] Interfaces Between Mental Health and Substance Use Services and Police: A Toolkit for Police Agencies and Health Authorities, https://www2.gov.bc.ca/assets/gov/health/managing-your-health/mental-health-substance-use/police-interface-report.pdf (page 10).
[99] Protecting Surrey Schools Together, Surrey Safe Schools. https://www.psst-bc.ca/student-connection/safe-schools/

Emergency Operations Team

Finally, the Emergency Operations Team under the Patrol Support Section will cover threat assessment, security, staff deployment, and traffic control for a multitude of public events including demonstrations, VIP visits, marathons, large concerts, sporting events, movie shoots, marches, parades, ceremonial and fund-raising events, and other occasions requiring a police presence. Special event policing services will generally be provided on a cost-recovery basis. The team will also facilitate the training and equipment needs of public order members who will attend all potentially unlawful gatherings where the potential for violence exists or where specialized resources are required. The Surrey PD's Emergency Operations Team has been scaled in relation to the staffing level of the VPD's Emergency & Operational Planning Section (EOPS). The team was sized taking into account that there are fewer events in Surrey than in Vancouver. Moreover, there are opportunities for the Surrey PD to work with the VPD on items such as public order training. As such, there will be one sergeant overseeing three constables and one civilian emergency planner.

Community Safety Team

As noted previously, the Surrey PD staffing model will make use of CSPs to engage in tiered policing. The CSPs will be responsible for lower-priority, lower-risk, and lower-complexity policing tasks, while focusing on community engagement, quality of life issues, and customer service.

An analysis of calls for service was used to ensure that the types of calls in Surrey were conducive to the work that can be done by CSPs in a large enough volume to justify the size of the program. As CSP duties are in support of patrol officers, it would make sense to scale the number of CSPs at the Surrey PD roughly in accordance with the size of the VPD program. This approach suggests that a total of 20 CSPs divided between two teams of 10 could provide seven day a week coverage in Surrey. The CSPs would be a citywide resource and requests for their assistance could be managed through the Surrey PD Duty Officer, as required. Operationally, these members will report to a rotating patrol supervisor.

The shifting for the CSPs will align with standard patrol shifts as this resource is designed to work closely with operational patrol officers. However, due to the call load and the types of calls which occur in the early morning hours, there will only be two shifts for CSPs, an Alpha and a Bravo shift.

Administratively, the CSPs will be coordinated by a sergeant. This sergeant will be responsible for overseeing matters of training coordination, overtime, performance, and mentoring among other supervisory roles. As such, the staffing for this team will consist of one sergeant and 20 CSPs.

Detention Services Section

The Detention Services Section will contain functions directly related to the temporary apprehension of individuals who are unable to care for themselves or who have committed crimes. As this is a high-risk area, one inspector will directly manage these functions.

Surrey Jail

Section 15 of the *BC Police Act* requires municipalities with a population of more than 5,000 persons to operate a jail. The Surrey Jail will be tasked with processing, securing, and caring for all prisoners and detainees who are brought into the jail. These prisoners and detainees will typically be escorted by Surrey PD members, by the British Columbia Sheriff's Service, or transported by other police agencies. The jail is a short-term detention facility designed primarily to hold prisoners upon arrest and to stage prisoners for Court appearances. There is no evidence to suggest that the jail operations in Surrey require any changes. As a result, it is projected to continue to operate with its current civilian strength of 12 full-time staff. Four of the staff are team leaders while eight are jail guards.

Additionally, staffing has been provided to maintain the presence of one sergeant and one constable being present at all times. A second sergeant is being added to allow for coverage at the Operations Communications Centre, in case a critical incident which requires a sworn supervisor arises. The sergeant will also review police reports from patrol members where charges are being recommended. This will include all in-custody charges as well as individuals who are released with a promise to appear (PTA). In order to staff the jail at this level, there will be eight sergeants and four constables.

Operations Communications Centre

The Operations Communications Centre (OCC) is currently responsible for dispatching Surrey RCMP officers to calls for service. Following the transition to the new Surrey PD, it is projected that the Surrey OCC will continue to function in its current state with its current staffing. Once calls are answered by E-Comm staff, if a Surrey PD response is required, they will be transferred by the E-Comm 9-1-1 call taker to the Surrey OCC, where the caller will talk with a Surrey OCC Operator. The call will then be dispatched appropriately to a Surrey PD unit. The existing 60 civilians will continue to staff the Surrey OCC 24 hours per day, seven days per week. As previously mentioned, a sergeant will oversee the OCC in the event a critical issue requiring the supervision of a sworn member arises.

Diversity and Community Support Section

The Diversity and Community Support Section will house all functions within the Surrey PD that are directly related to community policing and outreach to the communities of diversity in Surrey. This Section will be led by an inspector accompanied by one civilian clerk who will provide administrative assistance to the teams housed in this Section.

Diversity and Indigenous Services Team

The members of the Diversity and Indigenous Services Team will be involved in developing relationships with communities of diversity with the objective of aiming to improve measurable policing and public safety outcomes. The officers will be involved in organizing and participating in community engagement activities and events, community presentations, and safety training forums. This team will maintain the partnerships currently in place in Surrey.

Surrey is projected to have the largest Indigenous community in the province and, accordingly, developing and maintaining relationships with Indigenous peoples will be a key focus for Surrey PD. Target outcomes could include reducing over-representation in illegal behaviours, over-victimization, under-reporting of crimes, and fear of crime, and encouraging participation in investigations and in court as victims or witnesses.

All members will spend a large portion of their time on outreach services such as developing and maintaining relationships with diverse communities and with a variety of interest groups in the city. Outreach will be accomplished through the local media and the participation in community forums, workshops, and rallies. In addition, the members in this team will act as a resource for frontline members with questions regarding specific community groups. Further, the team will coordinate and supervise citywide roles such as Problem Premises Coordinator, Homeless Outreach Coordinator, Sex Industry Liaison Officer, etc. Each portfolio will be responsible for reaching out to a large population group within the city to work closely towards the overall goal of increasing public safety and crime prevention. However, they will work together as necessary to address the needs of the community. It is recommended that seven constables, led by one sergeant, staff this team. This staffing is similar to the staffing at the VPD as the portfolios are expected to require full-time involvement.

Neighbourhood Resources Team

The Neighbourhood Resources Team will coordinate community policing activities for the assigned geographic areas based on the Surrey PD's District sub-stations. Community policing is a police philosophy that involves problem solving with the assistance of the community.

It focuses on building ties and working closely with members of the community, with the goal of increasing public safety and crime prevention. The team will be mandated to facilitate the delivery of community policing programs and activities while ensuring accountability, and promoting collaboration and communication with the community. It is recommended that ten constables be assigned to this team. This will allow for two officers to work in each Surrey PD District sub-station, providing a permanent point of contact for the community, *in* the community. Administratively, these ten constables will report to one sergeant.

Victim Services Team

The Victim Services Team will provide victims, witnesses, and their family members with professional, supportive and timely assistance to lessen the impact of crime and trauma. Victim services may include emotional support, practical assistance, and justice-related information and referrals to other agencies. Target outcomes will include improved safety, reduced risk of further victimization, access to information and support, enhanced criminal investigations and increased willingness to participate in the criminal justice system. The staffing in this team will remain the same with eight civilian caseworkers.

Youth Counselling Team

The City of Surrey's Crime Prevention & Community Services staff are currently involved in a number of comprehensive youth intervention and restorative justice programs. These programs will be maintained by Surrey PD. Surrey's Youth Intervention Program began in 1995. Its goal is to intervene early in order to divert young people away from a life of crime and the criminal justice system. Youth Counsellors work within the five District sub-stations and provide counselling, family support, and referrals to youth who have been involved in conflict or crime.[100] The program works with an average of 300 at-risk youth per year. Referrals to the program are made by police officers who encounter eligible youth while handling calls for service or conducting investigations.

The Surrey Restorative Justice Program is a volunteer-based program that steers young first-time offenders away from the criminal justice system and formal court process by providing resolution through alternative extra-judicial measures. The focus is on providing youth offenders with opportunities to make amends and understand the consequences of their actions, while also considering restoration and healing for victims.[101]

Options can include: Community Justice Circles (face-to-face meetings where impacted parties meet and discuss how they have been impacted by an event and jointly create a plan for resolution); Restorative Resolution Meetings (committee-style meetings where youth meet with trained community members to discuss the harm related to their actions and a plan for resolution); or adult leadership and mentorship provided by community volunteers to help youth fulfil their resolution plans. All referrals are made by the police. The program is open to Surrey youth aged 12-17 but young adults aged 18-25 who meet the eligibility criteria may also be accepted. This team will remain staffed with the five existing civilian staff.

Community Services Team

The Community Services Team will house the civilian support staff who will support the Surrey PD's community outreach programs. This team will continue to develop, coordinate, and deliver community safety programs and presentations that align with the strategic priorities of the City and community. It will actively support crime prevention and community volunteer programs, including Block Watch, Crime Free Multi-Housing, Project 529 Garage, Project IRIS, Speed Watch, and many others. The programs administered will include educational programs which engage residents in crime prevention, as well as neighbourhood and personal safety initiatives. Staffing in this area currently consists of 13 civilians and this will remain unchanged.

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[100] Surrey RCMP, Youth Intervention Program (YIP). http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=7420
[101] Surrey RCMP, Restorative Justice. http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=2350

INVESTIGATIONS DIVISION

The Investigations Division will house all of the investigative functions and direct investigative support functions of the Surrey PD, including covert surveillance and crime analysis functions. This division will account for approximately 27% of the Surrey PD sworn staffing and 10% of the civilian staffing. This division will be led by the Deputy Chief Constable commanding Investigations and will be supported by an Executive Assistant. The following table summarizes the proposed staffing for the Investigations Division.

Table 13. Proposed Staffing Model for Surrey PD Investigations Division

	Exec.	Insp.	Sgt.	Cst.	Total Sworn	Total Civilians
Investigations Division	1					
Major Crime Section		1				1
Robbery and Assault Team 1			1	8		
Robbery and Assault Team 2			1	8		
Robbery and Assault Team 3			1	8		
Strike Force Team 1			1	9		
Strike Force Team 2			1	9		
Strike Force Team 3			1	9		
Strike Force Team 4			1	9		
Tactical Support Team						2
Covert Intercept Team						1
Organized Crime Section		1				1
Gang Interdiction Team 1			1	8		
Gang Interdiction Team 2			1	8		
Organized Crime Investigation Team 1			1	8		
Organized Crime Investigation Team 2			1	8		
Criminal Intelligence Team			1	6		
Special Investigations Section		1				1
Sex Crimes Team 1			1	8		
Sex Crimes Team 2			1	8		
DVACH Team 1			1	6		
DVACH Team 2			1	6		
Missing Persons Team			1	8		
Counter Exploitation Team			1	4		
Sophie's Place			1	6		
Polygraph Team			1			
Property Crime Section		1				1
Cyber and Technological Crime Team			1	6		1
Property Crime Team 1			1	10		
Property Crime Team 2			1	10		
Financial Crime Team			1	6		
Youth Services Team			1	10		
Analysis and Investigations Support Section						1
Crime Analysis Team						15
Investigative Assistants Team						7
Total Staffing	**1**	**4**	**25**	**186**	**216**	**31**

Major Crime Section

The Major Crime Section will house all the investigative teams dedicated to investigating serious violent crimes, including attempted murders and pre-IHIT unsolved homicides. Additionally, the surveillance functions of the Surrey PD will be housed in this Section as it is likely that Robbery and Assault Teams will be the primary users of this resource. This Section will be led by an inspector and will contain a civilian administrative assistant to support the various teams in the Section.

Robbery and Assault Teams

The Robbery and Assault Teams will be responsible for investigating major crimes that include: attempted murders, aggravated assaults, kidnappings, home invasions, serious threats made against Surrey PD officers, robberies of financial institutions and jewelry stores, robberies where firearms are discharged, robberies involving serious injuries, and robberies involving significant financial loss. The overall staffing of this team will be three teams of eight constables led by a sergeant, for a total of 27 sworn members. This staffing level represents approximately 75% of the staffing levels in the VPD for the same functions. This is consistent with the relative volume of violent crime in Surrey, with some weight placed on the fact that Surrey historically records more attempted murder cases than Vancouver.

Tactical Support Team

The Tactical Support Team will provide critical support for specialty teams that conduct major criminal investigations. The work of the Tactical Support Team will be divided into two main roles including the administration of covert systems including maintaining, supporting, and connecting the IT systems used by the Surveillance Teams. Secondly, the team will specialize in the development and installation of covert surveillance equipment in support of judicial authorizations. The staffing for this team consists of two civilian specialists.

Covert Intercept Team

The Covert Intercept Coordinator will leverage existing capacity in other police agencies. However, there will be a regular need to provide investigators with technical support to execute judicial orders related to electronic surveillance, including dialed number recorders as well as tracking orders for phones and vehicles. This team will be staffed by one full-time civilian covert intercept coordinator. This coordinator will work closely with the Tactical Support Team, as outlined above.

Surveillance Teams (Strike Force)

Surveillance will be a necessary and vital investigative technique for specialty teams within the Surrey PD that are involved in major criminal investigations. Surveillance team members will utilize their training, expertise, and equipment for the purpose of covertly conducting surveillance and tracking target movement. Surveillance will be used primarily for the most serious of cases due to its resource intensive nature. During surveillance, the protection of the public will be the primary concern. Surveillance will also be used to proactively identify and target prolific property crime offenders and high-crime hotspots. Each surveillance team will consist of one sergeant and nine constables, for a total of 40 members. This staffing level will allow for seven day a week coverage and should provide ample surveillance capacity for the Surrey PD.

Organized Crime Section

The Organized Crime Section will house all functions directly related to the proactive and reactive targeting of organized crime groups. This will include proactive gang interdiction as well as proactive and reactive investigations into violence, property crime, and drug trafficking related to organized crime groups. This Section will be led by an inspector, who will be assisted by a civilian administrative assistant to support the various teams in the Section.

Gang Interdiction Teams

The Gang Interdiction Teams will focus on high-visibility, proactive enforcement, and intelligence gathering with respect to members and associates of identified gangs or crime groups whose criminality threatens the public. These groups can range from loosely organized "street" gangs up to sophisticated "mid-level" groups and "high-level" organized crime groups. The Gang Interdiction Teams will be a resource for both the Operations Division and the Investigations Division. The primary mandate of the Gang Interdiction Teams will be to maintain a high-profile uniform presence on the streets of Surrey, conducting gang violence suppression and enforcement activities.

To function properly, gang interdiction activities must be conducted seven days a week. Otherwise, those involved in organized crime will shift their activities around times when interdiction does not occur. As such, two teams will be required to maintain seven days a week coverage. Moreover, due to the violent nature of organized crime, these teams must be staffed at a high level for both public and officer safety reasons. There will be two full-time teams consisting of eight constables led by one sergeant, for a total staffing of 18 sworn members. This high level of staffing is consistent with concerns of Surrey citizens and the public safety risk that organized crime activity poses.

The Surrey PD Gang Interdiction Team will also provide continuous support to the Inadmissible Patrons Program. Launched in December 2018, the Inadmissible Patrons Program is a partnership between the Surrey RCMP, the City of Surrey, the BC Restaurant and Food Services Association and Restaurants Canada.

The Surrey RCMP Gang Enforcement Team developed the program in conjunction with restaurant partners to help prevent violent criminal activity in and around licensed establishments by sending a clear message to gang members that they are not welcome in Surrey. It was modelled after VPD's Restaurant Watch program.[102]

Organized Crime Investigation Teams

The Organized Crime Investigation Teams (OCITs) will carry out investigations involving persons involved in organized crime. These investigations typically involve gangs, drugs, and firearms. The investigations to be conducted by the teams can be either reactive – after an offence has occurred – or proactive – targeting offences that are ongoing or are being planned. When deciding which organized crime individuals or groups to investigate, the teams will assess potential targets based on public safety risk.

These teams will also have the capacity to engage in the civil route to combat organized crime activity. The OCITs will have the capacity to work with the Civil Forfeiture office to seize assets that are instruments or proceeds of crime, thereby depriving organized criminals of the tools they use to commit their crimes and the ill-gotten gains from their criminal activity.

Based on the staffing methodology of the Technical Assistance Team, the staffing will consist of two teams of eight constables each led by one sergeant for a total staffing of 18 sworn members.

Criminal Intelligence Team

The Criminal Intelligence Team will be responsible for coordinating the gathering and dissemination of intelligence, mainly focused on organized crime, within the Surrey PD.

Due to the nature of organized crime, the use of informants may be required. This is a high-risk, high-liability area of policing. The coding of confidential informants and the maintenance and safeguarding of informant records will be the exclusive responsibility of the designated officers within the Criminal Intelligence Team. Furthermore, members within this team will also be responsible for handling witnesses and ensuring their safety, especially in cases where there are threats against them due to the nature of the crimes they have witnessed.

The team will also be responsible for disseminating information to relevant members of the Surrey PD as required for investigations. This will ensure that the identity of sources are kept confidential when required and that relevant information flows to officers to conduct investigations.

Due to the nature of the portfolio work in this team, it will be staffed with six constables and one sergeant for a total of seven sworn officers.

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[102] Surrey RCMP, Inadmissible Patrons Program launches in Surrey. http://bc.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2126&languageId=1&contentId=57521

Special Investigations Section

The Special Investigations Section will be responsible for investigations into sex crimes, crimes against the vulnerable, and crimes which are exploitative in nature. The investigators in this Section will require specialized training in handling these sensitive crimes, including crimes against children. This Section will be led by an inspector, and a civilian administrative assistant will support the various teams in the Section.

Sex Crimes Teams

The Sex Crimes Teams will investigate all serious sexual assaults and all serious child assaults, whether sexual or physical, where further evidence is required to request criminal charges from Crown Counsel. The teams will also investigate other sexually motivated incidents such as voyeurism, indecent acts, and trespass at night cases. Members of the Sex Crimes Teams will also collect sex offender intelligence, liaise with outside agencies, and provide support to patrol when required. Finally, members on both teams will also be responsible for proactively monitoring and managing the highest risk offenders who live in the community while on parole, probation, and/or other forms of release. This includes dangerous offenders who are released on Long Term Supervision Orders. These offenders are considered the highest risk to re-offend and demand high levels of supervision from these members. The staffing of this team was derived from the proportionate level of crime within Surrey compared to Vancouver and the staffing levels in the VPD. The staffing will consist of two teams of eight constables each led by one sergeant for a total staffing of 18 sworn members.

Domestic Violence and Criminal Harassment Teams

The Domestic Violence and Criminal Harassment (DVACH) Teams will investigate the highest-risk cases involving intimate partner violence. The DVACH Teams will also maintain vital community partnerships with other government and non-government organizations to ensure the best outcome for the victims of domestic violence. In addition to primarily combating domestic violence, the teams will investigate criminal harassment – incidents involving an offender who pursues another person in a persistent, harassing, or obsessive way. Finally, the DVACH Teams will investigate incidents of elder abuse and neglect. The staffing will consist of two teams of six constables led by one sergeant, for a total staffing of 14 sworn members. The robust staffing of these teams will allow the Surrey PD to meet all Provincial requirements as related to domestic violence incidents.

Missing Persons Team

The Missing Persons Team will be responsible for missing persons investigations. These missing persons cases may involve youth and adults, parental abductions, reports from distant relatives or friends seeking to locate a loved one after many years apart, and requests for assistance from partner agencies to assist in locating missing persons. This team will also investigate sudden death files and work closely with the B.C. Coroners Service. Investigators will frequently assist in identifying victims, locating next-of-kin and returning to them any property that has been secured for safekeeping by police, and ensuring that the necessary follow-up investigation has taken place. The staffing will consist of one team of eight constables led by one sergeant for a total staffing of nine sworn members.

Counter Exploitation Team

The Counter Exploitation Team will investigate and enforce all offences relating to prostitution and other related statutes applicable to the sex industry such as human trafficking and smuggling. Additionally, in relation to exploitative crimes, this team will investigate all offences related to child pornography and other statutes designed to protect the vulnerable and those who are exploited.

A major component of the mandate will be to adhere to the Investigate, Communicate, Educate, Enforce and Exit (ICEEE) principles. Members in this team will utilize these principles not just to enforce the law, but to communicate with agencies and respond to community issues and needs relating to prostitution and pornographic crime. The team will also investigate cases of Internet child luring and Internet child sexual abuse images. The safety of sex industry workers in the community is important, and as such, the team will work with partner agencies to assist sex industry workers who want to exit the sex industry. The staffing will consist of one team of four constables led by one sergeant for a total staffing of five sworn members. The low span of control in this team is in recognition of the sensitive, high risk, and stressful nature of this work and these investigations.

Sophie's Place

Sophie's Place is a Child & Youth Advocacy Centre located at 9460 140 Street.[103] Since it opened in 2012, it has been providing a child-friendly space where children up to and including 18 years of age living in Surrey who have been abused physically, psychologically or sexually can share their stories and receive the support they need in a way that makes them feel safe, protected, and welcome.

The Centre is the result of significant collaboration between the Surrey RCMP, Ministry of Children and Family Development (MCFD), City of Surrey, the Victim Services and Crime Prevention Division of the BC Ministry of Public Safety & Solicitor General, and the Centre for Child Development of the Lower Mainland. The Centre for Child Development is a non-profit charitable organization that offers specialized pediatric medical rehabilitation services, counselling, preschool care, and health care for children with special needs, as well as support to their families.[104]

At Sophie's Place, a multi-disciplinary team provides advocacy, support and counselling to young victims of abuse or neglect. The team includes police officers, medical and trauma screening professionals, MCFD representatives (social workers), victim services workers from the BC Ministry of Public Safety & Solicitor General, and volunteer advocates.[105]

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[103] https://find.healthlinkbc.ca/ResourceView2.aspx?org=53965&agencynum=41979146.

[104] https://find.healthlinkbc.ca/ResourceView2.aspx?org=53965&agencynum=17638071&SiteResourceAgencyNum=17638073

[105] https://the-centre.org/sophies-place-child-youth-advocacy-centre-wins-big-at-police-officer-of-the-year-awards/

Referrals come from either the police or the MCFD. The RCMP spearheaded the integrated model in Surrey and has been supporting Sophie's Place since it opened in 2012.[106] In April 2014, six members of the Surrey RCMP's Child Abuse and Sexual Offence Unit (Special Victims Unit) moved into Sophie's Place on a full-time basis with the goal of investigating incidents of child abuse in the least intrusive and most supportive, compassionate way possible.[107]

The goal of Sophie's Place is to reduce the trauma and emotional toll on victims of abuse or neglect by increasing collaboration between criminal justice system stakeholders. The concept is to provide a safe, protective and collaborative environment where children who have been victims of abuse can receive all the services they need in one location and can be interviewed once, as opposed to having to attend multiple intimidating offices and repeat their traumatic experience multiple times to different people such as doctors, police officers, social workers, and Crown Counsel representatives.[108]

The Centre is named after Sophie Tweed-Simmons, the daughter of legendary KISS member Gene Simmons and Canadian-born model and actress Shannon Tweed.[109] The same highly integrated model was previously implemented successfully at the Zebra Child Protection Centre in Edmonton[110] and has since been launched in Vancouver.[111] A total of seven Surrey PD officers have been earmarked for Sophie's Place (one sergeant and six constables). Any need for additional resources, at peak times of workflow, will be supported by the Surrey PD Sex Crimes Unit.

Polygraph Team

The mandate of the Polygraph Team will be to offer support to the Surrey PD by providing polygraph examinations as well as providing advanced interviewing services for investigations. The Polygraph Team will house the Surrey PD's resident subject matter expert in interviewing services – including the interviewing of witnesses, victims, and suspects. The Polygraph Team will also be involved in the pre-employment screening of recruit applicants. Based on the overall staffing level of the Surrey PD and the levels of serious crime, it is recommended that one sergeant be assigned to the Polygraph Team on a full-time basis. During periods of increased hiring, if one or more exceptionally serious case imposes unsustainable workload on the sergeant, or when the sergeant goes on leave, other police agencies in Metro Vancouver can offer assistance. For example, the VPD Polygraph Team would offer support when required.

Property Crime Section

The Property Crime Section will be responsible for investigating all property crimes which are beyond the investigative ability of Surrey PD patrol officers. This would include complex online fraud or serial break & enter cases. This Section will be led by an inspector, and a civilian administrative assistant will support the various teams in the Section.

106
http://www.vancouversun.com/touch/daughter+gene+simmons+lends+name+surrey+centre+abused+children/6000513/story.html
107 http://bc.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=50&languageId=1&contentId=34441
108 https://the-centre.org/sophies-place/
109 https://the-centre.org/sophie-tweed-simmons-to-attend-17th-annual-gala-of-hope/
110 https://www.cbc.ca/news/canada/edmonton/zebra-child-protection-centre-aims-to-raise-1m-to-expand-1.2999282
111 https://finance.yahoo.com/news/vancouver-child-youth-advocacy-centre-224402012.html

Cybercrime and Technological Crime Team

The Cybercrime and Technological Crime Team will be responsible for the forensic examination and interpretation of data recovered from digital devices as possible evidence in relation to all crimes. Their mandate will be to conduct forensic examinations of computers and other mobile electronic devices where a computer/device or the Internet is believed to have been used as a tool to commit a criminal offence such as fraud; a computer/device is believed to have been used as an information storage medium of a criminal offence; and a computer/device is victimized such as computer hacking and unauthorized access of a computer system.

The team will also assist other police members with their online investigations where the offence originates or the victim resides in Surrey. The staffing will consist of one team of six constables and one civilian specialist led by one sergeant, for a total staffing of seven sworn members and one civilian. The staffing of this team will be proportionate with the level of crime within Surrey compared to Vancouver and the corresponding staffing levels in the VPD.

Property Crime Teams

The Property Crime Teams will be responsible for investigating property offences including residential break and enter, commercial break and enter, and theft including shoplifting rings. They will also be responsible for any other property crime offences requiring follow-up investigation that are serial in nature or have significant monetary losses. In addition, the team will proactively target known property crime offenders and develop offender profiles. Secondly, members in the teams will also specialize in anti-fencing, working to identify and dismantle locations fencing stolen property. Further, investigators will be responsible for conducting follow-up investigations involving auto crime and administering the Bait Car Program.

In order to aid in reducing the overall level of crime, designated members within this team will also focus on reducing the impact of prolific and chronic property crime offenders. Members will track and monitor offenders' compliance with court-imposed conditions. These members will also locate and arrest individuals wanted on outstanding criminal arrest warrants. This includes identifying, locating, and apprehending known suspects and convicted criminals who are actively evading arrest. The staffing will consist of two teams of 10 constables led by one sergeant for a total staffing of 22 sworn members. The staffing of this team will be proportionate with the level of property crime within Surrey compared to Vancouver and the corresponding staffing levels in the VPD.

Financial Crime Team

The Financial Crime Team will investigate frauds, financial crimes, identity theft, mail theft, and other crimes committed for the purpose of stealing personal/financial information that occur in the city. Typically, the Financial Crime Team will investigate large scale fraudulent transaction files resulting in long-term investigations. In fraud cases involving multiple jurisdictions, the primary jurisdiction for the investigation typically depends on where the suspect appears to be operating or where the proceeds end up. The staffing of this team was determined, in part, by the overall level of crime in the city of Surrey. Due to the nature of police-reported data, it is not possible to determine the level of fraud.

These frauds could range from fraudulently obtaining a meal (commonly known as a "dine and dash") to complicated long term frauds involving numerous victims. The staffing in this team will require additional study one year after they begin taking on cases to determine if more or fewer staff are required. Ultimately it is suggested that this team be staffed with six constables and one sergeant for a total staffing level of seven sworn members.

Youth Services Team

The mandate of this team will be to respond to youth crime, and employ prevention and diversion tactics to positively educate and engage Surrey youth. The focus will be on including more proactive crime deterrence through positive engagement with youth. Officers in the team will be tasked with investigative work as well as the development, coordination, and delivery of innovative and socially responsible youth programs. Additionally, the team will employ a Youth Justice Program Coordinator to deploy the Youth Outreach and Empowerment (YEO) Partnership Program, which handles at-risk youth who are monitored and positively engaged.

The team will also be responsible for the deployment of three partnership cars. One of these partnerships will pair a Ministry of Children and Family Development (MCFD) Social Worker and a Surrey PD constable who will focus on child protection concerns and information sharing. The next partnership will pair a MCFD Youth Probation Officer and a Surrey PD constable. This partnership will be in place to ensure that Surrey youth (ages 12-18) who are on probation comply with their court-ordered conditions. This will effectively replace the Surrey RCMP Youth Probation Unit ("Yankee 30"). The final partnership will consist of a MCFD Outreach Social Worker and a constable to provide a coordinated response to sexually exploited at-risk youth between the ages of 12 to 18 years old. The goal will be to build and maintain relationships with these youth and attempt to connect them with resources and agencies that will provide support services. These functions are portfolio-based and some are proactive in nature. As such, the staffing level will be similar to that in Vancouver and consist of 11 sworn members (one sergeant leading a team of ten constables).

Analysis and Investigations Support Section

Within the Investigations Division, there will be a pool of Crime Analysts and Electronic File Coordinators. These civilian staff members will functionally report to a manager overseeing the Analysis and Investigations Support Section.

A pool of seven Electronic File Administrators (called Investigative Assistants at the VPD) will be grouped administratively under the Investigative Assistants Team. Electronic file administrators are a pivotal resource for investigators involved in complex investigations. Their primary responsibilities will involve providing specialized investigative support work such as electronic disclosure, database queries, open source research, clerical support, meeting minutes, transcription of audio taped or digitally recorded interviews, file management advice and general administrative support.

Similarly, a pool of 14 Crime Analysts will report to a Crime Analyst Supervisor. Surrey crime analysts are well trained and well regarded regionally, with several considered experts in their field of specialization. These crime analysts will support the intelligence-led initiatives and data-driven analytical efforts of the Surrey PD. In turn, proactive approaches and policing strategies at the Surrey PD will be guided by data analytics.

SUPPORT SERVICES DIVISION

The Support Services Division will house all of the Surrey PD's support and administrative functions. This will include human resources, training, recruiting, asset management, information management, and IT functions among others. This division will house the majority of the civilians in the Surrey PD (56%) and approximately 5% of the sworn staffing in the Surrey PD.

This division will be led by the Deputy Chief Constable commanding Support Services and will be supported by an executive assistant.

Table 14. Proposed Staffing Model for Surrey PD Support Services Division

	Exec.	Insp.	Sgt.	Cst.	Total Sworn	Civilians FT	PT
Support Services Division	1						
Recruiting and Training Section		1				1	
Recruiting Team			1	4			
Training Team				2		9	2
Force Options Team			1	6		1	
Human Resources Section		1	4	2		9	3
Professional Standards Section		2	10				
Planning and Research Section			1	3		4	
Financial Services Section						8	
Payroll Team						5	
Asset Management Team						9	
Information Management Section						2	
CPIC Management Unit						2	
CPIC Team 1						12	
CPIC Team 2						12	
CPIC Team 3						12	
CPIC Team 4						12	
Transcription Team						12	
Court Services Unit						2	1
Disclosure Team						5	
Court Liaison Team						9	
Property Office Team						6	
Public Services Team						16	
Information and Privacy Team						4	
Information and Technology Team						16	
Fleet Management Team						6	2
Facilities Management Team						1	
PRIME Liaison Team			1				
Total Staffing	**1**	**4**	**18**	**17**	**40**	**175**	**8**

Recruiting and Training Section

The Recruiting and Training Section will house all sworn members involved in recruiting and training coordination functions within the Surrey PD. This Section will be led by an inspector. A civilian administrative assistant will support the various teams in the Section.

Recruiting Team

The Recruiting Team will be responsible for marketing the Surrey PD to prospective recruit candidates, conducting candidate outreach, assessing applications, administering candidate testing, interviewing and processing candidates, and ultimately hiring recruits and any auxiliary members. The overall candidate selection process will strive to recruit a diverse group of applicants, reflective of the demographics in Surrey.

Recruiting teams in most police agencies typically expand and contract, as required, to meet the immediate recruiting needs of the department. For example, the VPD's Recruiting Unit grew to a total of 18 staff during the lead up to the 2010 Winter Olympic Games, when almost 300 members needed to be hired. However, recruiting staffing was subsequently reduced during the period when no new VPD officers were being hired. During a hiring freeze, a recruiting team is still required to do community outreach and maintain a pool of potential recruits for when recruiting efforts increase. As such, it is recommended that one sergeant and four constables (a total of five sworn members) be assigned to the Recruiting Team on a long-term basis for typical recruiting cycles. When required, additional officers can be loaned to bolster the Recruiting Team. This proposed staffing for the Recruiting Team is only a long-term staffing recommendation. The lead-up to the Surrey PD will have considerably more recruiters. A detailed recruiting and training plan is presented in Chapter 8.

Training Team

Police officers are constantly undergoing training, whether practical, online, or in a classroom setting, for a variety of reasons. The nature of policing dictates that members constantly update their skills, become versed in new legislation, learn new policies and procedures, train in new techniques and tactics, undertake professional development, and complete mandatory qualifications.

The Training Team will coordinate and deliver training to all sworn members of the Surrey PD, including all auxiliary members and civilian members. This training will ensure that Surrey PD members have the required skills to perform their duties to the highest standard. One key responsibility of the team will be to coordinate the in-service training for patrol officers. Examples of topics to be covered in this training include mandatory firearms or control tactics qualifications, containment of high-risk targets, high-risk vehicle stops, high-risk arrests, and active shooter incidents.

The recommended staffing for this team consists of two sworn members in addition to the existing nine full-time and two part-time civilian positions currently assigned to support the Surrey RCMP. As there is no evidence to suggest that the training model is not adequately functioning, no changes to the civilian strength are recommended.

The two additional sworn members will provide operational knowledge and input into the curriculum. They will also help coordinate subject matter experts for training within the Surrey PD.

The BC Provincial Policing Standards stipulate that every police department must establish a training function whose responsibilities include, at a minimum: maintaining training records; ensuring all required training and qualifications are complete; and ensuring that training is provided through a provincially-approved training course, where required. In order to meet these requirements and successfully manage the significant number of courses and training qualifications that will be required of its members, the Surrey PD should consider employing a comprehensive learning management system. Particular attention will have to be paid to training mandated by the BC Provincial Policing Standards.

Force Options Team

The Force Options Team will be responsible for providing use of force training to all Surrey PD members, ensuring that they meet all applicable legislative standards. The team will be responsible for all firearms training and qualifications in accordance with the Provincial Policing Standards. It will also ensure that all department-issued firearms are properly maintained. Additionally, the team will be responsible for all other use-of-force training, and for reviewing and auditing all Subject Behaviour Officer Response (SBOR) reports. Finally, the team will provide expert opinion reports to governing bodies such as the IIO, the OPCC, and the Surrey PD's Professional Standards Section.

Use of force by police is a high-risk, high-profile area and the Force Options Team will be staffed robustly to reflect this. There will be one sergeant, six constables, and one full-time civilian armorer assigned to the team. Ultimately, this area is portfolio-based and many specialized tasks do not lend themselves to being scaled based on the size of the department. As such, the staffing level is similar to that of the VPD Force Options Training Unit. Much like the force options training function at the VPD, the model proposed for Surrey PD will rely on the use of staff assigned to other areas of the department to facilitate certain firearms and other use of force training. The permanent staff will remain the subject matter experts and will take a lead role during qualifications and training sessions.

Human Resources Section

The Human Resources Section will be a portfolio-based section within the Surrey PD. Many of these HR portfolios are discussed in what follows but there could be many more. This Section will be led by an inspector. A civilian administrative assistant will also be available to support the various teams in the Section.

Employee Relations & Advisory Services

Employee Relations & Advisory Services will deal with contract administration, negotiation and interpretation, and facilitates arbitration. Additionally, these members will handle legislation and/or policy changes; labour process investigations which do not fall under the mandate of the Professional Standards Section; employee discipline for culpable and non-culpable behaviour; grievances; attendance management; disability management; and accommodations. These members will also handle WorkSafeBC claims for both sworn and civilian members.

Additional responsibilities will include providing labour relations advice, conducting labour relations negotiations, and resolving labour relations issues. This will involve conducting research and analysis of labour and human resource policies, procedures, and initiatives. Also within this portfolio, HR representatives will be providing advice and support to members in the areas of stress (health and wellness), disability and attendance management, performance management, and grief management. As part of wellness initiatives, they will also coordinate programs for Surrey PD members experiencing difficult life situations that have the potential to negatively impact their work performance, ensuring that Surrey PD members who require accommodation are provided with meaningful work opportunities.

Departmental Security

Departmental security will continue to function as it currently does. Civilian staff members will be responsible for the overall physical security of the Surrey PD and will ensure that all civilian employees, contractors, and volunteers have the appropriate security clearance to work at Surrey PD. One full-time member will create and maintain a comprehensive security policy to protect police information, personnel, and electronic systems. Of note, sworn Surrey PD officers will be "background checked" initially by investigators in the Recruiting Team and any follow-up would be conducted by the Professional Standards Section. As no issues have been raised surrounding the departmental security function, no changes to the staffing dedicated to this function are recommended.

Critical Incident Stress Management

Employee wellness is a major issue impacting police agencies worldwide and, accordingly, this will be a priority for the Surrey PD and its HR Section. Critical Incident Stress Management (CISM) team members will respond to critical incidents, which are unusually challenging events that have the potential to create significant human distress and can overwhelm a person's usual coping mechanisms. The CISM team members will be available for all Surrey PD members (and their families) who have been involved in critical incidents. While this service is reactive in nature, it can assist employees in dealing with critical incidents, thereby reducing the likelihood of deeper psychological problems. A specially trained peer will have the skills necessary to understand the unique challenges faced by colleagues and will provide confidential help and resources when needed.

This peer support through CISM is not intended to replace formal mental health care, but will provide easily accessible, 24/7 emotional support for officers and their families. They will provide mentorship, emotional support, problem solving, goal setting, crisis risk assessment, and referrals to other community resources. The staffing for this portfolio will be two members. Due to the nature of this program and the requirement for 24/7 coverage, no fewer than two members can be assigned. This is the same staffing level that exists at the VPD and it is expected that it should sufficient for the Surrey PD since it will have fewer members. Additionally, civilian members throughout the Surrey PD will be specially trained as CISM members to ensure this resource is also available to all civilian staff.

Assignments, Transfers and Competitions

Members with the Assignment, Transfers and Competitions portfolio will facilitate the transfer and placement of police members between units, throughout the entire organization. Key responsibilities will include the posting and administration of job vacancies, career counseling with members, and maintenance of records that track the deployment of the organization's members. These members will oversee career development counseling, developing and expanding succession planning strategies, and other general human resources duties. Additionally, they will facilitate the promotional process for sergeants, staff sergeants, and inspectors. Based on the nature of this work and the size of the Surrey PD in relation to the VPD, it is expected that there could be two Surrey PD officers assigned to this portfolio on a full-time basis.

Civilian Services

The civilian services portfolio will provide human resources functions such as: employee relations, labour relations, contract interpretation, career pathing, attendance management, disability management, and accommodation services for all civilian staff.

In addition, these employees will provide recruitment services including external recruitment, internal posting of positions, interviewing, and evaluation of candidates as well as maintaining the casual employee pool for short-term assignments. Based on the number of civilian staff at the Surrey PD compared to the VPD, it is expected that this portfolio could be staffed with three full-time civilian employees.

Human Resources Analytics

One civilian HR analyst will be dedicated to analytics. This employee will provide the department with all relevant HR information, data, and analysis required to initiate and implement new HR-related projects or enhance existing programs. Responsibilities will include preparing reports on unfunded liabilities; tracking various banks and quotas (e.g. overtime leave, annual leave) to ensure hours are recorded properly; and maintaining or producing high-level employee status reports such as the authorized strength report, sworn and civilian vacancy reports, attrition reports, and retirement lists.

Health & Safety

The goal of the health and safety portfolio will be to create an environment at the Surrey PD where every single person takes personal responsibility for occupational safety and health. The Health and Safety Coordinator will be responsible for coordinating the occupational safety and health training intended to deal with WorkSafeBC regulations and officer safety issues. Moreover, this position will coordinate annual hearing and gas mask fitting tests. This portfolio will be the responsibility of one civilian employee.

Professional Standards Section

The Professional Standards Section (PSS) will investigate allegations of misconduct by members of the Surrey PD. The mandate of PSS will be to preserve the integrity of the department by ensuring, on behalf of the Chief Constable, that the conduct of Surrey PD members is beyond reproach. Under the *BC Police Act*, PSS will be required to conduct investigations of alleged misconduct in a fair, impartial, and transparent manner. Additionally, Discipline Authority writers will be responsible for writing the final disciplinary decision once the professional standards investigation is complete. Finally, an Alternate Resolution portfolio will be responsible for resolving less serious complaints through informal means, when possible. The staffing of this Section has been scaled in reference to the VPD Professional Standards Section, taking into account the smaller size of the Surrey PD. It will consist of two inspectors (one Inspector in Charge and one Discipline Authority Inspector) and ten sergeants, for a total staffing level of 12 sworn members.

Planning & Research Section

Planning and research sections are a critical component of best-practice police departments. The Surrey PD Planning & Research Section will be comprised of a blend of sworn and civilian expertise. The Section will be involved in many major initiatives and will maintain a close reporting relationship with the Executive.

Specifically, the responsibilities will include strategic research and analysis in support of organizational and operational planning initiatives. In accordance with the initiatives and objectives set by the Office of the Chief Constable, the Section will conduct major policy-related research projects while ensuring departmental alignment with the Strategic Plan. This will involve analyzing data, evaluating findings, writing reports, formulating recommendations, and presenting the results. Policy reports will be driven by internal and external requests or proposals for policy changes. Similarly, the research work will be driven primarily by departmental demands and research requests. This will include, but will not be limited to, policy evaluation, report drafting consultation, report review and editing, and participation in working groups. Finally, the Section will provide independent and objective consulting services designed to improve operations and add value for management. The Section will perform internal audits, management reviews, strategic research, and business analysis projects.

In order to provide capacity for future staffing assessments and organizational reviews within the new Surrey PD, it is recommended that an additional civilian analyst be added to the current staff of Surrey's Planning & Research Section. The total staffing for this Section will consist of one civilian director, one sergeant, three civilian analysts and advisors, and three constables.

Finance Section

The Finance Section will ensure that the Surrey PD's financial resources are managed efficiently and effectively. Finance will be responsible for long-term financial planning, policy development and improved fiscal management. The members of the Finance Section will oversee the budget, financial reporting and analysis, accounting operations, and financial administration. They will also assist managers with managing their financial resources and provide support in the use of the enterprise resource planning system. This system is used for financial reporting, payroll administration and human resources administration.

All staff working in the Finance Section will have specialized training and position-related education and certification. There has been no indication that the current staffing level in the Finance Section supporting the Surrey RCMP is inadequate. Therefore, the Surrey PD Finance Section will remain staffed with one manager and seven finance specialists. This staffing is comparable to the VPD Finance Section and would be appropriate for an organization with the size and budget of the Surrey PD.

Payroll Team

Within the Finance Section, the Payroll Team will provide payroll services in a reliable, accurate, and timely manner. Additionally, Payroll Team clerks will process and reconcile employee information records related to terminations, WorkSafeBC claims/payments, medium and long term disability, and time banks and allotments. They will perform calculations for pay and deductions as required and process employee information records for hires, rehires, retirements, re-assignments, employee status changes, promotions, demotions, re-classifications, and various leaves. This team will be led by one civilian supervisor and four full time clerks, which will make for a total of five employees. This staffing is proportionate to that of the VPD Payroll Unit once the size of the Surrey PD is accounted for.

Asset Management Team

The Asset Management Team's mandate will include performing inventory control and distribution of all uniform equipment; sourcing and procuring equipment, materials, and uniform items; and coordinating shipping and receiving activities for the department. Their function will be to support the Surrey PD in all matters of logistics, supply, equipping, procurement, and product research (and on occasion, development). This team will also be responsible for the logistics of moving materials between the various Surrey PD buildings as well as organizing outgoing and incoming mail and parcels. Staffing will remain at six full-time and two part-time civilian staff members. The team will continue to function in the same manner as it did under the Surrey RCMP. The team will report to an asset manager.

Information Management Section

The Information Management Section (IMS) will be led by a senior-level civilian manager who will be supported by a civilian administrative assistant. This Section will house the majority of all civilian staff within the Surrey PD. These staff members will be primarily responsible for managing and administering the police information databases, physical assets, and IT infrastructure of the Surrey PD.

CPIC Management Unit

The CPIC Management Unit will house a pool of clerks who perform a variety of tasks. Some clerks will be responsible for adding, removing, and maintaining court documents on the CPIC system. This will include warrants, appeal documents, bail orders, probation orders, civil orders, driving prohibitions, and firearm prohibitions. Some clerks will be responsible for the creation, maintenance, and destruction of all local criminal record files. They will also upload charging and sentencing information to CPIC, which represents each offender's official criminal record history.

These clerks will also coordinate all submissions to the national biometric-based criminal record database (i.e. FPS files) held by the RCMP Canadian Criminal Real Time Identification Services (CCRTIS) in Ottawa. Additionally, some clerks will be responsible for quickly ensuring that police reports submitted by frontline officers are accurate and then uploading them into PRIME. Transcription is necessary because several PRIME functionalities such as address validation, indexing verification, and the Master Name Index are not available to operational police officers who complete their reports using the Mobile Report Entry (MRE) environment.

The Unit will also handle sending, disseminating, and responding to inter-agency CPIC messages, including warrant confirmations, next-of-kin notification requests, offline search requests, Be-On-the-Lookout-For (BOLF) bulletins, general broadcasts, assistance requests, record clearance checks, and other unsolicited messages. Finally, records and case files submitted to PRIME will be quality controlled in order to verify that they meet Surrey PD, PRIME-BC, and Statistics Canada standards, including Uniform Crime Reporting (UCR) coding rules and Master Name Index rules. Staffing in this important unit will consist of 50 civilian staff members who will continue to provide 24/7 coverage and will continue to operate in the same manner as they did under the Surrey RCMP.

Audio Transcription Team

The Audio Transcription Team will transcribe audio recordings for all Surrey PD investigators. This will include primarily audio-recorded interviews (including photo-pack lineups, witness statements, and suspect interviews), 9-1-1 calls (especially for domestic violence cases), and radio dispatch communications. Staffing will remain at 12 civilian positions and will continue to function in the same manner as it did under the Surrey RCMP.

Court Services Unit

The Court Services Unit will house most of the functions required to ensure proper Crown Counsel disclosure, court liaison, and the administration of the property office. These functions have been grouped together as they are all linked to the court system or apprehension of individuals. The unit will be led by a manager and will house the administrative clerk that aids the three teams found within the unit.

Crown Liaison Team

Within the Court Services Unit, the Crown Liaison Team will facilitate the transfer of information between police officers and Crown Counsel or other criminal justice agencies. It will support sworn officers through the charge assessment and charge approval process, from the submission of the initial Report to Crown Counsel (RTCC) to the processing of follow-up information to address Crown Counsel Queries (CCQ).

All information and written correspondence going to or coming from Crown Counsel will be processed and documented by the team. This team will also be responsible for serving subpoenas and notifying members if they are required for court. Staffing will remain at nine civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP.

Disclosure Team

Also within the Court Services Unit, the Disclosure Team will process all routine requests for information and police reports that come from insurance companies, adjusters, enforcement agencies, and other government agencies. The clerks will be responsible for ensuring that all information is accurate, vetted adequately, and released in accordance with the applicable departmental policies and *Freedom of Information and Protection of Privacy Act* (FOIPPA) legislation. Staffing will remain at five civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP.

Property Office Team

As the third and final team within the Court Services Unit, the Property Office Team will be responsible for the storage, documentation, and ultimately the disposal of all found property and evidence exhibits that come into police possession. Various property items ranging from illicit drugs and firearms to personal wallets, cash, and identification will be handled or disposed of in accordance with various federal and provincial legislation, as well as Surrey PD policies and procedures. Staffing will remain at six civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP.

Public Services Team

The Public Services Team will be responsible for staffing the front counters at Surrey PD Headquarters and five District sub-stations, providing fingerprinting services, and processing criminal record checks as required for volunteer organizations and certain employers. These staff will continue to work out of the existing six buildings and will be the key points of contact between Surrey PD and many Surrey citizens. Staffing will remain at 16 civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP.

Information & Privacy Team

The Information & Privacy Team will perform key major functions related to three main areas: access requests, disclosure requests, and civil court orders. Access requests are formal requests for information under the *Freedom of Information and Protection of Privacy Act*. By law, requestors are granted significant rights of access to records, and rights to demand a fair and accurate response.

Disclosure requests are non-routine requests outside of formal Freedom of Information (FOI) requests and typically come from other public bodies, federal agencies, foreign agencies, and other organizations. These positions will conduct intake; correspond with lawyers; research and compile records responsive to a court order; review, redact, compile the disclosure package; and release records. Formal FOI requests must be processed within a standard timeline of 30 working days. This new Information & Privacy Team will consist of four civilian staff members, including one manager who should have formal legal training and ideally would be eligible to practice as a lawyer.

Information & Technology Team

The Information & Technology Team (ITT) will manage all computing infrastructure for the Surrey PD, will be involved in all projects related to electronic storage and retrieval of information, and will manage the department's interfaces with external technological systems. Staff in the ITT will be responsible for a number of different portfolios. Staff will be assigned to responding to requests for technical assistance (help desk), ensuring IT infrastructure is up-to-date and maintained, managing projects and developing solutions to assist other staff at the Surrey PD, and providing network security.

The Surrey PD's ITT will consist of 15 civilian staff. This staffing accounts for the existing 11 City of Surrey staff assigned to assist the Surrey RCMP and an additional four staff to assist in the transition and provide ongoing support to the Surrey PD. These additional resources will consist of an IT project manager, one additional network specialist, one IT infrastructure specialist, and one additional technical specialist.

For more information on the IT transition, see Chapter 9.

Fleet Management Team

The Fleet Management Team will work to procure, outfit, and maintain the Surrey PD's fleet of vehicles. The team will ensure that all fleet vehicles are properly maintained and accounted for. The team will make recommendations, establish policies, and implement procedures pertaining to the purchase, operation, maintenance, repair, safety, and disposal of all fleet vehicles and associated equipment. Staffing will remain at six full-time and two part-time civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP. However, a new full-time fleet manager position will be created to oversee the Surrey PD's strategic fleet plan and make significant procurement-related decisions around the police fleet.

Facilities Management Team

The Facilities Management Team will be responsible for maintaining and managing the various buildings occupied by Surrey PD. Its mission will be to provide and maintain a safe, secure, cost-efficient, and suitable physical workplace for Surrey PD employees. This team will consist of one civilian manager who will manage ongoing facilities projects at the Surrey PD and will coordinate the Surrey PD's long-term facility plans.

PRIME Liaison Team

The PRIME Liaison Team will be responsible for representing the Surrey PD on the various PRIME-BC working groups and committees. This team will also be tasked with ensuring that all Surrey PD employees are provided in a timely manner with operational and policy updates related to the PRIME system. This team will consist of one sergeant. The operational experience of an experienced sworn officer will add value to discussions that relate to operational issues surrounding the PRIME system.

OFFICE OF THE CHIEF CONSTABLE AND POLICE BOARD

The following table summarizes the proposed staffing for the Office of the Chief Constable and the Office of the Surrey Police Board.

Table 15. Proposed Staffing Model for Office of the Surrey PD Chief Constable

	Exec.	Insp.	Sgt.	Cst.	Total Sworn	Total Civilians
Office of the Chief Constable	1	1				2
Public Affairs Section			1	1		3
Total Staffing	**1**	**1**	**1**	**1**	**4**	**5**

In order to facilitate the function of the Surrey Police Board, one civilian administrator will be required. This position will be responsible for the administrative functions required to support police board meetings, including the organization and dissemination of communications and reports. This proposed position would make the Office of the Surrey Police Board comparable in size to that of the Vancouver Police Board.

Executive Officer

One Executive Officer will be responsible for the management and coordination of all activities in the Office of the Chief Constable. The position will provide leadership, support, and advice to sections under the Chief's Office and will ensure adequate resources are in place to facilitate the achievement of section and departmental goals. One inspector is recommended to fulfill the requirements of this position.

Public Affairs Section

The Surrey PD Public Affairs Section will be responsible for coordinating all internal communications to staff and all external communications to the public. This includes all media and public relations (conventional and social media), communications training for members, advertising, promotions, marketing, outreach, and event planning. This Section will also be responsible for providing strategic communication advice to the Chief Constable and conducting regular press conferences.

This Section will be almost comparable in size to the VPD Public Affairs Section. The sworn staffing in this Section will consist of one sergeant and one constable to conduct press conferences. This Section will also continue to rely on the existing Media Liaison Coordinator and Media Designer to ensure professional, polished communication with the media and public. The Section will be led by a civilian director with public affairs experience.

Analytical Capacity

Fortunately, the City of Surrey currently provides to the Surrey RCMP a pool of experienced and trained crime analysts. All these civilian positions will transition over to the new police department. These positions are accounted for in the proposed staffing model, under the Analysis and Investigations Support Section. There will be no new cost or staffing requirements for Surrey PD. Of note, however, the RCMP technical and analytical support infrastructure will no longer be available after the transition to Surrey PD. There will be a need for Surrey PD to develop an internal technical capacity that can replace and build on the RCMP's corporate-level analytical infrastructure currently in place.

In order to support both patrol operations and investigative analysis, the Surrey PD will require a geospatial analysis infrastructure, some investigative data-mining capacity, and intelligence analysis tools that can interrogate a region-wide data warehouse. These technical and analytical components are critical to the work of crime analysts and, therefore, will need to be available subsequent to the transition from Surrey RCMP to Surrey PD. Analytic capacity within these main categories is widely considered the minimum best-practice industry standard for most metropolitan police departments.[112] Closely tied to the use of advanced geospatial analytics is the potential application of crime forecasting (predictive policing), which can greatly enhance property crime reduction strategies. These analytic techniques leverage various criminological research theories such as repeat victimology, geographic profiling, and routine activities theory.[113] By identifying potential crime hot spots and persons of interest, analysts can guide police resources towards specific targets and locations to help prevent crime before it happens. This is a hallmark of intelligence-led policing based on advanced data analytics.[114]

C.R.I.M.E. Analytics

To circumvent the steep learning curve, financial costs, and execution risks involved in developing in-house an entirely self-contained suite of analytic solutions, Surrey PD could rely on a staged approach. For the purposes of the transition from Surrey RCMP to Surrey PD, it would make sense if Surrey PD participated in the provincial Consolidated Records Intelligence Mining Environment (C.R.I.M.E.) platform, a system currently employed by every municipal police service in BC, which facilitates crime and intelligence analysis sharing at a regional and provincial level. In addition to the VPD, the C.R.I.M.E. system is also used by eight other police agencies in BC.

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[112] Ratcliffe, J. H. (2016). *Intelligence-Led Policing* (2nd ed.). London: Routledge Publishing.
[113] Fox, B. H. & Farrington, D. P. (2016). Behavioral Consistency Among Serial Burglars: Evaluating Offense Style Specialization Using Three Analytical Approaches. *Crime & Delinquency*, 62(9), 1123-1158.
[114] Prox, R. G. & Griffiths, C. T. (2015). Introduction to the Special Issue: Intelligence-Led Policing. *Police Practice & Research*, 16(2), 99-107.

The C.R.I.M.E. system was implemented in partnership with other independent police departments in an attempt to improve crime analytics at a regional and provincial level by removing information silos that can slow down and are detrimental to police investigations. C.R.I.M.E. is an integrated crime analysis infrastructure maintained by the VPD and provided to law enforcement partners on a cost-recovery basis. This platform will allow Surrey PD to obtain all the specialized technical IT capabilities its crime analysts require through the same service level agreement already used by every independent police service in BC. This collective integrated approach minimizes the footprint on the local IT infrastructure due to the leveraging of VPD computational capabilities.

The C.R.I.M.E. data warehouse holds in a centralized location the totality of police information available from all police departments in BC. This enables police departments to remotely access multiple software platforms, including self-serve mapping applications and other advanced analysis tools. The C.R.I.M.E. system has a proven track record, has been instrumental to the success of several police investigations, and has been widely credited with the early identification and apprehension of some of the worst, most dangerous offenders operating in the Metro Vancouver area.

At its core, the C.R.I.M.E. system combines GIS mapping capabilities plus spatial, temporal and linkage analysis functions. The system is designed to help crime analysts make sense of person and location-related data. This total systems approach to data analytics and evidence-based policing enables geographic data to seamlessly integrate with offender data and a myriad of other datasets to identity suspects, predatory behavior, resource inefficiencies, and victimology patterns.

The pricing scheme for independent municipal police departments who wish to participate in the C.R.I.M.E. system is based strictly on a cost-recovery basis. The fee structure reflects on a prorated basis the costs incurred by the VPD to maintain and upgrade the C.R.I.M.E. system on behalf of client agencies. These costs relate to hardware purchases, data storage, technical support, and server maintenance costs.

Future Analytical Capacity

Once established and operational, the Surrey PD could launch a project to design and implement a self-contained in-house analytical solution. Based on the experience of VPD and other police organizations who developed similarly robust analytical support systems, such a project would probably span many years of development, would require the input of dozens of stakeholders, would probably be very costly, would involve complex procurement processes, and would require overcoming significant technical risks and challenges. A realistic timeline to create an in-house replacement analytic capacity from inception to the production environment at the Surrey PD would likely fall in the range of 4-6 years.

Another natural future extension at Surrey PD would be the eventual development of a crime data dashboard similar to the GeoDASH portal currently employed by VPD. GeoDASH is a Web-based application that allows non-technical users to access the underlying C.R.I.M.E. data in an intuitive user-friendly interface.

It expands accessibility to crime data and sophisticated analysis tools across an array of mobile platforms and users (including frontline officers and members of the public).[115] Patrol officers can leverage the interface to view recent crime events prior to heading out on their beat. Maps, reports and recommendations can be easily generated directly on every laptop within police cars. Importantly, the latest police data is pulled from the C.R.I.M.E. database almost in real-time. The result is an integrated analytical environment that can be used to identify crime patterns and trends in a way that supports a quick and targeted approach to crime control.

For example, the VPD's GeoDASH implementation allows patrol officers to perform queries from their police cars to see what is happening in a specific geographic zone at any given time. Users are also able to track crime patterns and crime movements by type of crime and over different timeframes. Custom data layers can also be created to represent, for example, chronic offenders, gang or organized crime activity, stolen and recovered vehicles, traffic camera locations, the transit system, and halfway houses. Analysis tools embedded within GeoDASH allow users to ask questions paramount to prioritizing enforcement activities such as: Where are known offenders located? What is the proximity of the crime to property offender residences? What is the greatest area of risk? Similar to the widely-used Google Map online application, GeoDASH users can toggle between a street grid view and an aerial view that shows actual environmental features.

Tightly integrated with the GeoDASH platform available to frontline officers via their mobile data terminal (laptop) is the VPD's crime forecasting or predictive policing application. The deployment of the predictive policing system currently used by VPD at the Surrey PD would necessitate IT upgrades and some customization. However, the system was designed to be scalable and forms part of the larger Metro Vancouver service delivery model that VPD is ready to offer to its municipal police partners. Importantly, the basic fee to participate in the C.R.I.M.E. system does not include the GeoDASH predictive policing system. Given the potential scope and complexity of the project, a more detailed analysis and a proper project implementation plan would first need to be drafted before the costs can be estimated.

Options for Specialty Teams

The Surrey RCMP currently contributes staffing to and utilizes the services of five integrated teams that provide highly specialized police services in Surrey. These integrated services also support other RCMP and some participating independent municipal police agencies in the Lower Mainland.

The proposed model of the Surrey PD recommends maintaining the services of the five integrated teams (Option A). However, additional options exist. This sub-section outlines alternative service delivery options, including creating standalone Surrey PD units (Option B) or contracting the VPD to provide specialty teams as a service (Option C). The potential also exists for municipal integrated regional collaboration, though further discussion would be required.

It should be noted that the Surrey PD would not need to follow the same plan for all of its specialized teams. However, some natural synergies exist within these teams. For example, homicide investigations typically rely heavily on forensic services during the investigation, as such it would be prudent for these two functions to both be standalone or integrated.

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[115] Members of the public have access to anonymized data in GeoDASH.

Option A: *Remain with the Five Integrated Teams (Recommended Option)*

The five integrated teams currently provide service in some of the most technical and costly areas of policing in Surrey. Maintaining the services of the existing integrated teams would provide a consistent level of service in these highly specialized and integral support areas, while preventing the need to acquire costly specialized facilities and equipment, such as equipment required to support the forensic teams and the emergency response teams. Additionally, there is a significant level of specialized expertise and costly training required for each of these five integrated teams.

The continued use of the five integrated teams provides consistency and the most cost-effective transition of these highly specialized policing functions for the Surrey PD, and, as such, is the option recommended by the Technical Assistance Team. It is estimated that the cost of remaining with all five integrated teams would be approximately **$18.7 million** per year.

Option B: *Standalone Specialized Surrey PD Teams*

The Surrey PD also has the option of incorporating each of the functions of the integrated teams into the Surrey PD. In addition to staffing considerations, there will need to be significant expenditures in facilities, equipment, and training, as these areas all utilize significant amounts of specialized equipment and are highly technical. Additionally, functions such as canine teams would require specialized dog kennel facilities. A description of how these functions would be staffed follows below.

Emergency Response Team

A stand-alone Emergency Response Team for the Surrey PD would require four teams to provide 24/7 coverage. Each team would be comprised of one sergeant and seven constables. This staffing is the minimum requirement for an emergency response team as each officer within the team has a specific tactical role and responsibility during high-risk incidents. In addition to these teams, there are ancillary support functions which are required to sustain a modern, properly functioning Emergency Response Team. One such function would involve a Surrey PD Training Coordinator position. Emergency response teams utilize a variety of specialized tactics, tools and equipment, which require specialized training. For example, emergency response teams are often called upon to provide high-angle rescues. In other words, they are required to rappel off bridges or on the sides of buildings to rescue individuals, many of whom suffer from mental health crises and are therefore highly volatile and unpredictable. Additionally, emergency response teams require the use of negotiators. The preferred outcome of any situation involving hostages, people suffering mental health crises, or barricaded suspects is to avoid any use of force and resolve these dangerous situations peacefully.

As such, a Surrey PD Negotiator Coordinator would also be required. In total, this means that a standalone Surrey PD Emergency Response Team would require a total of 34 sworn positions. Other budgetary impacts, besides this operational staffing, would include ongoing training and specialized equipment costs.

Canine Team

In order for the Surrey PD to have its own standalone Canine Team, it would require dog handlers, trainers, and a kennel attendant. In addition, there would be a requirement for a dog kennel and training facilities. To facilitate the effective deployment of a Surrey PD Canine Team, 24/7 coverage would be required. There should also be enough canine units deployed during peak call load times to maintain a timely response. With eight dog handlers divided into two sides to match the patrol schedule (e.g. Odd and Even), it would be possible for Surrey PD to deploy at least two units during certain times. Two trainers would also be required to provide adequate training for both sides, as police service dog deployments are inherently a high-risk and high-liability activity. Moreover, there are stringent provincial standards regarding the deployment and training of police service dogs, including weekly training requirements.[116]

Homicide Team

Surrey homicide investigations could possibly be absorbed into the Surrey PD with the addition of two investigative teams and additional civilian support staff. Using the VPD's homicide investigator staffing model as a reference, it would be expected that two teams of seven investigators and one sergeant each would be able to effectively handle Surrey homicide investigations on behalf of the Surrey PD. As robust surveillance staffing is already being recommended as part of the proposed operating model for Surrey PD, it should be possible to meet the surveillance needs of these homicide teams within the proposed Surrey PD staffing model. In addition to homicide investigators, one crime analyst and two investigative assistants would provide analytical and administrative assistance.

Forensics Team

The forensic services provided by the Integrated Forensic Identification Services (IFIS) include forensic video, forensic identification, and tool-mark identification experts. Replacing this team would necessitate the addition of three forensic teams: one for forensic video work and two dedicated to the forensic examination of crime scene evidence.

Using the VPD's forensic services as a reference and taking into account the relative number of investigators proposed in the Surrey PD operating model, these forensics teams could plausibly have: six forensic video analysts supervised by one sergeant in the Forensic Video Team, and 20 constables and three tool-mark analysts supervised by two sergeants in two Forensic Identification Teams. In addition, these highly specialized positions would require ongoing specialized training to ensure that the forensic techniques utilized remain up-to-date, can successfully support criminal investigations, and can withstand court scrutiny. Finally, there will also be additional funding required to acquire the specialized facilities and equipment required by these teams.

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[116] BC Provincial Policing Standards, Section 1.4.4(4). https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/standards/1-4-4-performance-testing-maintenance.pdf

Collision Investigation Team

Collision Investigators would be required to respond to calls for service seven days a week, which would require two separate Surrey PD teams. Additionally, these members would need to be available for callouts to respond to serious collisions that occur when the teams are not scheduled to be on duty (e.g. in the middle of the night). Two teams of seven members and one sergeant each should allow for Surrey PD collision investigation officers to respond to multiple scenes simultaneously if needed. This would ensure that roads are not closed for prolonged periods of time when a serious collision occurs in Surrey, allowing for both better traffic flow and preservation of evidence. Total staffing for the Surrey PD Collision Investigation Team would be two sergeants and 14 constables.

Additional Management and Administration

If the Surrey PD takes over specialized functions which are currently integrated, additional management oversight and administrative support may be required. It is projected that two additional Surrey PD sections would need to be created if all five integrated services were incorporated as standalone Surrey PD teams. For example, the Emergency Response Teams and Canine Teams could form part of a new Surrey PD Emergency Response Section. An additional Surrey PD Forensic Services Section could be comprised of the Forensic Video Team, Forensic Identification Teams, and Collision Investigation Teams. Two new inspector positions and two civilian administrative clerk positions would need to be added. For their part, the Homicide Teams could be incorporated into the Major Crime Section. If only some of the integrated services were incorporated into the Surrey PD, a more detailed examination as to where the new teams would be housed at the Surrey PD would need to occur.

The Technical Assistance Team estimates the cost of these standalone units would necessitate initial one-time costs of $13.3 million. This is primarily due to the need to purchase specialized forensic services and emergency response team equipment, as well as facilities for the forensic services and canine teams.

The estimated annual operating costs are approximately $23.2 million. However, this figure could increase depending on the complexity and number of incidents that these teams need to respond to. Homicides can consume considerable additional resources depending on the details and complexity of the investigation. Similarly, incidents requiring emergency response teams and canine units can be very costly if they are protracted events.

Option C: *Specialized Teams as a Service*

As mentioned previously, costs to a department can increase depending on the complexity and number of incidents that occur. For crimes such as homicides, it is difficult to staff for exactly how many will occur in any given year as often times cities experience fluctuations in their homicide rates. However, when examining a region as opposed to one city this fluctuation is typically smaller. A similar phenomenon occurs when looking at the requirement for police service dogs or emergency response teams. In any given hour on any given day there is a fluctuating number of calls requiring this specialized response. When these fluctuations occur, it is likely that a level of over or under staffing occurs. Figure 12 below is a graphical representation of this fluctuation in workload over time.

Figure 12. Utilization of Two Specialized Teams Without Coordination

Squad A

Squad B
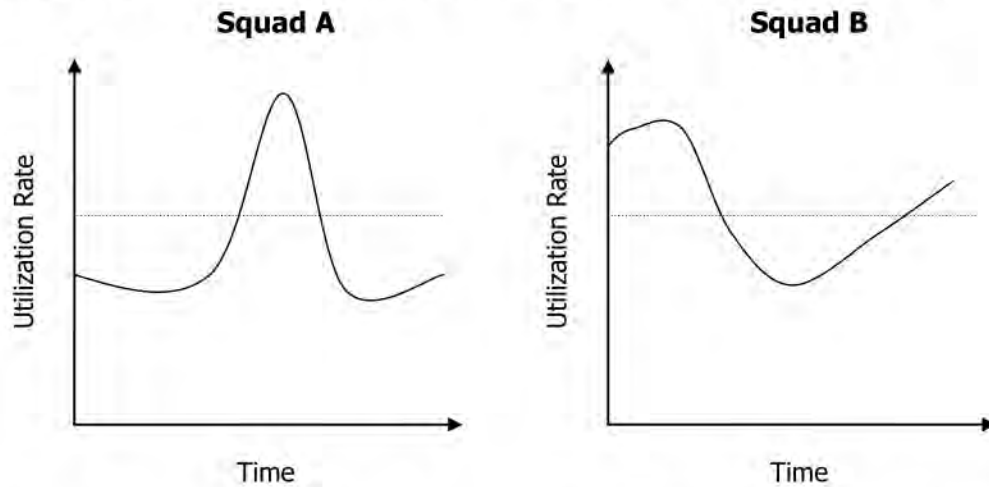
However, when the workloads of groups are combined the fluctuations are reduced as the likelihood of peaks occurring at the same time in multiple areas (in this case Vancouver and Surrey) is lower than the likelihood of a peak occurring in one area. This concept is typically referred to as risk pooling and is commonly utilized in insurance, large scale retail, and health industries. And in fact, the proposed Surrey PD model already implements risk pooling through the use of the Metro Teams. The risk pooled utilization of squad A and B (seen in figure above) is shown in Figure 13 below.

Figure 13. Utilization of Two Squads with Coordination

Squads A & B Together
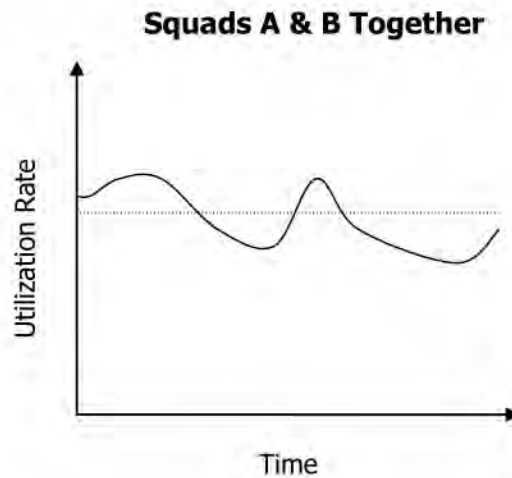
Another option for Surrey PD to address the services provided by the five integrated teams is to contract these services from the VPD thus leveraging the VPD's existing infrastructure and foundations. The VPD has a standalone self-contained Emergency Response Team, Canine Unit, Homicide Unit, Forensic Video Unit, Forensic Identification Unit, and Collision Investigation Unit. These VPD resources could replace the integrated teams currently in-place in Surrey, subject to an arrangement where Surrey would pay an annual cost-recovery fee to the VPD.

Efficiencies would be obtained by this joint model through two mechanisms. First, economies of scale would be obtained because there would be no need to pay more than once for certain fixed costs like specialized equipment and facilities. Secondly, workload in both Surrey and Vancouver would benefit from risk pooling as mentioned above.

Based on a preliminary first estimate by the Technical Assistance Team, services to replace the five integrated teams could cost approximately $22.7 million. The exact details and costs of this arrangement would need to be determined through further study and a negotiated MOU between the Surrey PD and the VPD.

Summary of Options

There are three options for the Surrey PD to provide collision reconstruction, forensic, homicide investigation, canine, and emergency response services. These include: the recommended option of utilizing the existing integrated teams (Option A), having all five functions integrated within the Surrey PD (Option B), or engaging in an agreement with the VPD for the VPD to provide these services to the Surrey PD (Option C). The costs of these options are summarized below:

Table 16. Options for Specialty Teams

	2021 Estimated Cost ($ in millions)		
	Option A	Option B	Option C
Option A: Remain with Integrated Teams	18.7		
Option B: Standalone Specialty Teams		23.2	
Option C: Contract to VPD			22.7
Total Annual Operating Costs	**$18.7**	**$23.2**	**$22.7**
One-Time Costs	–	**$13.3**	-

The existing integrated teams are expected to be associated with an annual cost of $18.7 million, compared to the estimated cost of $23.3 million for equivalent standalone teams at the Surrey PD. The Technical Assistance Team estimates that a joint fee-for-service agreement between Surrey and Vancouver could be achieved at an annual cost of approximately $22.7 million, subject to negotiation via an MOU. This is a first approximation of how a mutually beneficial relationship between Surrey and Vancouver might look. This fee accounts for bolstered VPD staffing and equipment in order to accommodate Surrey's caseload in the impacted teams. However, this financial estimate also allows for the fact that economies of scale and synergies would be achieved by cooperating and working together.

Other Synergies with VPD

Effective policing in the Metro Vancouver area is highly dependent on cooperation between police agencies. The creation of another large urban municipal department like the Surrey PD may provide additional opportunities for assets to be leveraged or services to be shared with the VPD in a synergistic manner that results in mutual cost efficiencies.

Synergies are most often considered in the context of discussions regarding staffing levels and operational costs. Potential opportunities exist for the Surrey PD to reduce costs and increase operational efficiencies through shared services with other police agencies in the region. Efficiency gains would benefit not only the Surrey PD but also the VPD and City of Vancouver.

As the largest municipal police department in BC, the VPD currently hosts and performs several specialty functions that could be leveraged by the Surrey PD, particularly in the short term as the Surrey PD builds its operational, investigative, and administrative capacity. The VPD already provides extensive specialized advice in a number of areas to other jurisdictions. Of course, any shared service model between the VPD and Surrey PD will require a more comprehensive examination of staffing levels and workload capacity to confirm specifically how VPD specialty units would be impacted. In the meantime, however, the Surrey PD could explore potential cost-sharing and information-sharing arrangements with the VPD in the following areas.

Tactical Training

The VPD conducts its tactical training primarily out of the Tactical Training Centre (TTC), a state-of-the-art facility operated by the City of Vancouver and staffed with full-time VPD officers. In addition to the VPD, other police and law enforcement agencies currently rent training space at the TTC and buy training ammunition from the City of Vancouver. The use of the TTC by the Surrey PD would entail a potential extension of its hours of operation, which would require additional staff. However, both VPD and Surrey PD members would benefit from longer hours of operation at the TTC because it would allow them to use the range and other training facilities more easily, for example in the evening, at night, or during the weekend. Additionally, the TTC is significantly closer to Surrey than the Pacific Region Training Centre in Chilliwack.

Expanded shared use of the TTC may also entail a future review of an ammunitions purchasing sharing agreement. Ammunition costs generally continue to increase due to the rising costs of metal components. Sharing the TCC on a regular basis with another relatively large police agency such as the Surrey PD could provide the City of Vancouver with additional purchasing power on the ammunitions market, resulting in probable cost savings from additional bulk purchases.

Public Order Training

Potential training synergies can also be established in the area of public order, as the Surrey PD will be required to establish its own part-time public order group to manage crowds, maintain peace, and provide safety at the multitude of planned and unplanned events that take place throughout the City of Surrey. The VPD has developed considerable subject matter expertise in the area of public order. This expertise was gained by adhering to best practices learned from other western policing jurisdictions, most notably from the United Kingdom. It was also reinforced by major events such as the 2010 Olympic Games and the unsuccessful Vancouver Canucks run during the 2011 Stanley Cup Finals.

Ongoing public order training could be provided to the Surrey PD through a shared services model with the VPD. Furthermore, specialty public order resources possessed by the VPD could potentially be loaned out to the Surrey PD to help plan large-scale events in the city of Surrey. Any public order training and resource loan-out considerations would likely impact workload in the VPD's Major Event and Public Safety Unit as well as in other specialty units that perform key public order functions (e.g. the Mounted Unit, Canine Unit, Marine Unit). However, these costs could be recovered by the VPD on a pay-as-you-go or cost-sharing basis. This means Surrey PD would not need to keep training or accumulating public order resources simply to have them on standby most of the time.

Other Training

In addition to tactical training, there are several other training components provided in-house by the VPD that could also be offered or provided to Surrey PD officers on a cost recovery basis. While the Surrey PD will certainly be required to develop their own robust Training Team to satisfy training requirements mandated by the Provincial Policing Standards, various aspects of legal, leadership, and information management training as well as topical issues such as respectful workplace, mental resiliency, and cultural sensitivity training could all potentially be provided to Surrey PD officers through a training curriculum and training platform shared with the VPD.

Event & Emergency Planning

As with public order, potential synergies exists in the area of event planning. The VPD possesses an Emergency & Operational Planning Section (EOPS) which engages in robust event planning processes based on best practices gained from other western policing jurisdictions and based on various lessons learned from past large-scale events such as the 2010 Olympic Games and the 2011 Stanley Cup Finals. There are several planned and unplanned public events that take place throughout the city of Surrey. VPD staff in EOPS could provide direct guidance to the Surrey PD around how to effectively plan and police these events. The VPD's contribution could range from sharing knowledge on best practices and lessons learned to sharing templates, operational plans, policies, scheduling processes, and so forth.

Conversely, opportunities exist for the Surrey PD and other police agencies throughout the region to work jointly with VPD and create regional plans for the policing of large-scale events such as the Celebration of Light, Stanley Cup playoffs, and other high-profile regional events. Though these events often converge to Vancouver officially, their size and magnitude create a spillover effect that impacts neighbouring jurisdictions. For example, there are numerous associated disorder issues on Metro Vancouver transit lines as large crowds travel across jurisdictions during these large events. Accordingly, regional event planning collaboration can help control and mitigate disorder issues and maintain public safety.

At VPD, EOPS also works to prepare the Department for emergencies and disasters. As with the event planning function, an opportunity exists for the VPD to collaborate with the Surrey PD in the area of emergency planning, particularly considering that a large natural disaster such as an earthquake would impact the entire region and make regional coordination essential. The VPD could share its emergency planning expertise and experience with the Surrey PD, along with police-specific emergency plans that have been developed to account for various scenarios in the event of an emergency or disaster.

Specialized Investigative Support

The potential exists for the VPD to synergize specialized investigative support functions with the Surrey PD, both for shorter project-based initiatives and for longer-term considerations. The VPD has highly specialized investigative and investigative support units. Most smaller agencies are typically unable to develop or support this type of investigative expertise or specialized training due to their size. Several investigative and investigative support units at the VPD have provided their services outside Vancouver when requested by other agencies. Most of these services pertain to investigative follow-up advice or expertise for more serious or complicated offences, including homicides, child exploitation, gang violence, and so forth.

While the Surrey PD will certainly develop its own robust operational, investigative, and investigative support areas, the Technical Assistance Team outlined an option for the VPD to provide contracted policing to the Surrey PD in five major integrated services: Homicide Investigation, Forensic Identification, Collision Investigation, Canine Support, and Emergency Response. In addition to those potential five areas, other investigative support functions could potentially be shared with the VPD, particularly those that necessitate advanced equipment or technology such as wiretap services. Rather than incurring the cost of establishing the same wiretap infrastructure, it would potentially more efficient for the Surrey PD to leverage the VPD's existing covert intercept services.

The other surveillance resources that could be leveraged by the Surrey PD include the VPD's existing six highly trained surveillance teams. These surveillance teams provide a critical support service to VPD investigative units that conduct major criminal investigations. As these major criminal investigations often require collaboration with other police agencies, there is significant potential to leverage surveillance resources between the VPD and Surrey PD through regional collaborative efforts. This includes potential training synergies.

Cybercrime

Cybercrime is an emerging trend that challenges the traditional skills, capacities, roles, and response patterns of policing. The need for Canadian police to combat cybercrime was highlighted by the Canadian Association of Chiefs of Police (CACP) in 2016. The increasing volume and complexity of cybercrime has been a significant and growing challenge facing the VPD and the Surrey PD will be expected to tackle the same challenges going forward.

Given the relatively new and growing nature of cybercrime, the opportunity exists for the VPD and Surrey PD to work collaboratively in order to synergize resources and tackle this increasingly significant issue in a joint, coordinated manner. The VPD recently established a full-time unit dedicated to combatting cybercrime. Given the rapidly increasing rate of cyber offences, there will be an ongoing need to expand this unit. Further examination will be required to determine a potential shared services model between the VPD and Surrey PD to combat cybercrime, including determining required immediate and future resources, along with training and equipment needs.

Commercial Vehicle Enforcement

Other potential synergies between the VPD and Surrey PD exist in relation to commercial vehicle enforcement. The VPD currently works closely with other police agencies and the Provincial Commercial Vehicle Safety Enforcement Unit to conduct commercial vehicle inspections with the goal of increasing road safety and protecting public health, the environment, and transportation infrastructure. A total of 852 commercial vehicle inspections were conducted jointly in 2018, resulting in 321 violation tickets being issued and 339 commercial vehicles taken out of service for mechanical reasons. The Surrey PD could potentially develop a formal partnership with the VPD Commercial Vehicle Unit for the inspection of commercial vehicles in collaboration with other partner agencies.

Research & Policy

While it is recommended that the Surrey PD establish its own in-house organizational Planning, Research, Policy, and Audit Section, the potential exists for the Surrey PD to leverage existing resources or services provided by the VPD Planning, Research & Audit (PR&A) Section. The PR&A Section has access to a host of established planning, research, and policy processes and templates that could be shared with or provided to the Surrey PD. For example, PR&A maintains and manages the VPD's Regulations & Procedures Manual as well as the VPD's strategic business planning and performance monitoring processes, all of which could be leveraged directly by the Surrey PD as it works to develop its own planning, research, policy, and audit capacities.

Furthermore, the potential exists for VPD and Surrey PD staff to formally work together on certain policing research and program evaluation projects, in order to advance policing practices across both organizations.

Youth and Community Engagement Programs

Potential synergies between the VPD and Surrey PD also exist in the area of youth programming. The VPD commits extensive resources to youth engagement, namely through innovative programming that provides positive interactions between youth and police role models in order to foster relationships, understanding, and trust among youth. Concurrently, these efforts serve to develop self-esteem and positive life skills among youth while deterring them from engaging in criminal activities, including gang involvement and drug use. Ultimately, this investment provides youth with the skills and experience to become productive members of society and future leaders in their communities. Youth engagement also serves as a valuable recruiting tool for potential future applicants. The VPD's portfolio of youth-based programming could be effectively leveraged by the Surrey PD while the potential exists for various VPD and Surrey PD stakeholders to formally collaborate during the development of innovative youth-based initiatives.

The VPD's Cadet Program is an initiative designed to teach leadership skills and increase the pool of potential VPD recruits among inner-city youth. The 24-week program is led by serving VPD officers and includes educational workshops, along with physical training, team building exercises, and life skills training such as public speaking and resume-building. Graduates of the program become mentors and peer-to-peer role models for the subsequent cohorts. A total of 343 youth have participated in the program since its inception in 2014.

Other popular ongoing youth programs such as the Student Challenge and Police Athletic League (PAL) all work to foster relationships with youth and provide role models and experiences that will set them up for long-term success. Since its inception 21 years ago, the Student Challenge has graduated upwards of 1,000 young people from diverse and multicultural backgrounds. Many youth who participate in these programs eventually enter the police officer application process and a number of them are ultimately successful. For instance, upwards of 25 alumni of the Student Challenge have gone on to work in some form of law enforcement capacity, with 18 of those being hired as VPD members.

The PAL is a youth crime prevention initiative that uses athletic, recreational, and educational programs as a tool to foster positive rapport and mutual trust between police officers and youths. The objectives of PAL are: to provide a safe and supervised environment for kids, giving them an opportunity to work with police officers, who serve as positive role models; to introduce after-school activities that are coordinated, coached and taught to local youths by police officers; to promote integrity, respect, fairness and the development of a positive self-image; to assist and encourage youths to become involved in community sports and activities; to enhance self-esteem and motivation; and, to promote the learning of successful interpersonal and other skills that help prevent youth crime. PAL operates ongoing after-school fitness initiatives involving running clubs, rugby, judo, and soccer. In addition, PAL puts on lunch hour basketball and floor hockey games pitting VPD officers against elementary school students in fun and friendly encounters. In 2018, PAL took part in a total of 30 hour lunch games against a total of 505 students in grades 6 and 7.

Gang Tackle is another popular program that brings together professional athletes, UBC Thunderbird alumni, VPD officers, and at-risk youth to play flag football in friendly yet competitive matches. These games serve to build bridges with kids who rarely talk to police or participate in school activities, and who thereby are at increased risk of falling into gang or criminal activity. This program supplements the Yo Bro / Yo Girl initiative, which reaches youth through a series of programs aimed at cultivating resiliency in at-risk youth and empowering them with the tools to avoid drug use, gang affiliation, crime, and violence. The Yo Bro / Yo Girl initiative delivered 12 curriculum-driven programs in Vancouver junior high schools in 2018. Components of the program include multiple weekly after-school mixed martial arts training sessions delivered by Joe Calendino, a former gang member and recovering addict who can speak honestly and openly about his own personal journey. A total of 25 to 30 youth participated in each session which focused on developing physical and mental strength, flexibility, and agility through a specific set of martial arts skills.

In terms of specifically targeting female youth with anti-gang messaging, the VPD works in conjunction with Odd Squad Productions on an initiative referred to as Her Time. This initiative teams female VPD officers with former female gang members and associates to deliver a presentation aimed at educating women on the risks of dating men who are involved in organized crime or drug trafficking. Aside from outlining the risks involved, the presentation works to de-glamourize or to de-mystify the supposed allure of the gang lifestyle. This program contains access to resources that will assist women with exit strategies (i.e., doctors, psychologists, career counselors, and additional law enforcement agencies).

Youth have been further engaged in recent years by the VPD in relation to topical items such as mental health and the opioid crisis. On the mental health front, the VPD has partnered with the Vancouver-Fraser Branch of the Canadian Mental Health Association (CMHA), the Vancouver School Board (VSB), and Vancouver Coastal Health (VCH) to deliver mental health awareness tools via the Here4Peers program to five high schools. A total of 172 youth facilitators in Grades 10-12 were provided with Here4Peers training in 2018. Youth facilitators delivered 38 Here4Peers workshops to a total of approximately 1,060 Grade 6-7 students. Funding was secured from the Vancouver Police Foundation (VPF) for the five-year operationalization of Here4Peers.

In terms of the opioid crisis, the VPD continues to work closely with the VSB's School Aged Children and Youth program to deliver a number of presentations to youth regarding the deadly dangers posed by fentanyl. The VPD's Youth Services Section also developed a fentanyl overdose pamphlet that has been disseminated to high school students. Further, the VPD has supported Odd Squad Productions in their development of a series of fentanyl prevention videos targeting youth. These education and awareness videos were previewed at the 2018 Odd Squad Gala followed shortly thereafter by an official media release. These videos have been screened throughout high schools in British Columbia and Winnipeg as part of drug awareness educational modules. Dr. Garth Davies of Simon Fraser University (SFU) asked the youth who participated in the screening to complete a survey and 89% of the respondents rated the drug awareness videos as either Very Good or Excellent. Late in 2018, the VPD released a new public service announcement aimed at raising awareness about the risks associated with illicit drug-use among young adults and youth who may be thinking of experimenting with drugs. The public service announcement has been shared primarily online but it has also aired on TV.

The VPD's Youth Services Section also delivered specific drug-related presentations to the NewKids program as many of these newcomer youth have never heard of fentanyl or have never come in contact with drugs and drug users in their home countries. The NewKids program is a relatively new innovation designed to help immigrant youth navigate through the transition to a new country and deter them from gang involvement and criminal behaviour by helping them develop a sense of identity and belonging. As of 2018, the program had helped 117 new immigrant and refugee youth. Numerous members from eight different sections of the VPD have contributed to the program. In addition to engaging new immigrant youth, the VPD regularly works to engage all new immigrants. The VPD's Diversity Constable attended the Immigrant Services Society of British Columbia (ISSofBC) 36 times in 2018 completing weekly workshops. Also, the VPD's Diversity & Indigenous Relations Section provided 15 general safety presentations to over 150 new immigrants and refugees in 2018.

The VPD commits ongoing extensive resources into Indigenous community-based programming. The Access, Recreation & Cultural (ARC) program focuses on educating and creating awareness among Indigenous youth around law enforcement through peer and police mentorship to avert criminal involvement. By addressing the social and cultural needs of the youth participants, the ARC program unites youth to create positive trusting relationships with police and other pro-social peers and mentors, ultimately providing experiences that change the life course of these youth participants.

The programming structure resembles the NewKids design while incorporating Indigenous cultural and traditional activities. ARC also assists in introducing Indigenous youth to the Indigenous Cadet Program. This program aims to mentor and coach Indigenous Youth aged 19 to 29 years who demonstrate a desire to become VPD officers. During their internship, the Indigenous Cadets work with VPD Fleet Services, ride along with members from various sections of the VPD, and participate in the annual Pulling Together Canoe Journey, which brings together First Nations communities, police, other public service agencies, and youth.

Several VPD members participate alongside the Indigenous Cadets in the annual 10-day canoe journey. The event pays homage to Indigenous history.[117] The annual tradition is steeped in history and symbolism for many reasons. The canoe journey is a metaphor of unity, teamwork, strength, daunting persistence, cultural rejuvenation, and spiritual healing. The canoe itself is the single most important physical manifestation of Northwest Coast First Nations culture, combining the beauty of nature, technology, and human imagination into a "vessel of knowledge" that carries with it the knowledge of an ancient culture and the aspirations of a younger generation.[118] Finally, the canoe technology is also a model of minimalistic efficiency and simplicity in the sense that it provides maximum sea-worthiness and boat capacity for a given amount of material. The 2018 Pulling Together Canoe Journey included participation from 14 VPD members as well as from 10 VPD youth cadets, four VPD Indigenous youth cadets, and 10 youth from the Musqueam Nation. Musqueam youth specifically are further engaged through a Youth Breakfast Club and After-School Program that focus on engaging youth in pro-social behaviours. Musqueam youth are also engaged in an annual soccer tournament. The 15th edition took place in 2018 seeing four hundred Indigenous youth playing on 40 different teams over a weekend.

BC Municipal Undercover Program

The BC Municipal Undercover Program (BCMUP) is an integrated undercover unit with full-time coordinators who manage a standardized undercover training program for municipal police officers and qualified undercover officers from BC municipal police departments. While some Surrey matters would still fall under the span of responsibility of the RCMP Undercover Unit, the Surrey PD would benefit greatly from contributing to and participating in the BCMUP. The operating model for the Surrey PD has accounted for expenditures related to the BCMUP.

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[117] SOURCE: Coast Reporter (2006). Working together with First Nations.
https://www.coastreporter.net/news/local-news/working-together-with-first-nations-1.1181556
[118] SOURCE: Simon Fraser University, The Bill Reid Centre, Northwest Coast Canoes.
https://www.sfu.ca/brc/art_architecture/canoes.html

7. Community Engagement

Recognizing that Surrey residents and businesses have a substantive role to play in the prevention of and response to crime and disorder, community engagement will be a foundational component of the new Surrey PD. Police departments rely on various strategies to enhance community engagement. This includes: advertising and communication strategies that span a wide range of languages; partnering with ethnic and cultural groups in the community to co-sponsor events; actively recruiting volunteers to reflect the diversity of the community; and seeking to recruit officers who speak foreign languages and represent the diversity of the community. All these strategies will be available to Surrey PD.

Once provincial concurrence is obtained, one of the major priorities will be to conduct extensive and meaningful public consultation. This consultation will be used to inform what the community wants its police department to focus on and will form the basis of the first Surrey PD strategic plan. It is recommended that community consultation occur. However, consultation and the development of a Surrey PD strategic plan is premature prior to provincial concurrence and, accordingly, was not part of the current phase.

Once established, the Surrey PD will employ evidence-based, best practice strategies for establishing and sustaining community engagement. This chapter discusses what community engagement by the Surrey PD could look like, what community engagement can achieve in Surrey, and why it is important.

Community Policing

Overall, the proposed Surrey PD model is geared towards continuing to participate in formalized community programs through robustly sized youth and community teams as well as through an overarching organizational structure that integrates with community programs and encourages community partnerships. Furthermore, the Surrey PD will have a structure in place to allow for the review of existing community programs to determine their efficacy, identify any gaps in programming, and expand their community programming to fill these gaps.

Community policing is based on a recognition that the police cannot prevent and respond to crime on their own. The participation of community residents and agencies is needed. It is therefore important that the police be connected to, rather than separated from, the community. Community policing is an organizational strategy and philosophy based on the idea that the police and the community must work together as equal partners in order to proactively identify, prioritize, and solve problems such as crime, drugs, fear of crime, social and physical disorder, and overall neighbourhood decay.[119]

The goal is to improve the overall quality of life in the area by systematically leveraging partnerships and problem-solving techniques.[120] Within that framework, the community becomes a source of operational information and crime-control knowledge for the police.

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[119] Trojanowicz, R. and B. Bucqueroux (1998). Community Policing: How to Get Started, Second Edition. Cincinnati: Anderson Publishing.
[120] U.S. Department of Justice (2014). *Community Policing Defined.*
https://www.publicsafety.gc.ca/lbrr/archives/cnmcs-plcng/cn32080-eng.pdf

Past studies have found that community policing can increase the job satisfaction of police officers, as well as their productivity and their commitment to the organization. It can also improve relations with co-workers. In addition, officers become more knowledgeable about the communities they police and develop a more positive outlook on community residents themselves.[121] Importantly, community policing involves much more than introducing new structured programs. It requires substantial changes in how police departments are organized, an expansion of the roles and responsibilities of officers, and the development of new ways to measure police performance. Within a community policing model, all police personnel (both sworn and civilian) must balance the need to maintain an effective police response to calls for service against the goal of exploring proactive initiatives aimed at preventing problems before they arise, or at least solving them before they escalate. In some jurisdictions, community policing has evolved into community-based strategic policing, a policing model that focuses on the importance of community engagement and strategic partnerships by police departments.[122] This model of policing incorporates proactive crime prevention, enforcement-oriented crime response, and crime attack strategies.

The proposed organizational structure and deployment model of the Surrey PD fosters community policing, beginning at the management level in each of the five districts. The District Inspectors will be the primary point of contact for residents in the community. Additionally, within each district, Surrey PD facilities will be open to the public. Within these facilities, there will be a public service counter where residents of, and visitors to, Surrey can speak to civilian employees of the Surrey PD. Additionally, sworn members from the Neighbourhood Resource Team will further encourage the community to engage with the Surrey PD at these locales.

From a programming standpoint, the Surrey PD will be staffed to continue with the programs currently in place. The majority of the programs run in conjunction with the Surrey RCMP are administered and coordinated by City of Surrey staff who are assigned to work with the RCMP. The Community Services Team will house 13 civilian staff who run a variety programs including Block Watch, Vision Zero, Restorative Justice Initiatives, the Youth Intervention Program, Business Watch, and Community Engagement Forums.

In addition, sworn resources will be dedicated to building relationships with diverse and vulnerable groups within Surrey. Within the Diversity and Indigenous Services Team, one sergeant and seven constables will be responsible for liaising with visible minority and other diverse community groups, as well as members of the LGBTQ2+ community. The goal is that all residents of Surrey will have a close and trusting relationship with the Surrey PD.

The Surrey PD should continue the collaborative partnerships that the Surrey RCMP has established with community agencies and organizations. Once the transition framework is approved by the Province, there will be an opportunity to conduct a review to see how these programs and initiatives can be reinforced, streamlined, and optimized. Community initiatives will also take place through a variety of teams throughout the Surrey PD. The Surrey PD should continue to participate in youth athletic initiatives with members from the School Liaison Teams, Youth Services Team, and Gang Interdiction Teams, among other members throughout the Surrey PD.

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[121] Crowl, J.N. (2017). "The Effect of Community Policing on Fear of Crime and Crime Reduction, Police Legitimacy and Job Satisfaction: An Empirical Review of the Evidence", Police Practice and Research, 18(5), 449-462.
[122] Whitelaw, B. and R. Parent (2013). Community-Based Strategic Policing in Canada, Fourth Edition. Toronto: Nelson.

Additionally, members of the School Liaison Team and Youth Services team will continue to maintain their portfolios in support of the Surrey Anti-Gang Family Empowerment (S.A.F.E.), Surrey Mobilization and Resiliency Table (SMART), and Wrap programs, plus other outreach programs at Surrey schools and throughout the rest of the community.

Surrey Wraparound Program

In 2008, Public Safety Canada awarded $808,000 to Surrey School District #36, through the National Crime Prevention Centre's Youth Gang Prevention Fund, to implement the Surrey Wraparound program (also known as the Wrap).[123] The Surrey Wrap program is currently delivered through a partnership between the Surrey School District, the City of Surrey, and the Surrey RCMP. The overall goal is to prevent gang-related crime in the Surrey community by supporting youth at risk of gang involvement, youth who historically had difficulty with police or authority figures, youth who are displaying gang-associated behaviours, and those currently in gangs.[124] The program is founded on a wraparound "philosophy of care," a set of core concepts and principles including: voice and choice; team-based; natural supports; collaboration; community-based; culturally competent; individualized; strength-based; and persistence. A referred young person works collaboratively with a facilitator to establish a Wrap team. The intent is to place the young person at the centre of his/her care planning, aided by a facilitator and a team of individuals who support and engage in the well-being of the participant. Collaboratively, this Wrap team develops the young person's care plan.

An evaluation of the program found that the Wrap was an effective school-RCMP partnership in responding to youth who were at risk of joining gangs or who were gang-involved.[125] In 2017, the provincial government committed $500,000 in annual funding to support the Wrap program.

Surrey Mobilization and Resiliency Table (S.M.A.R.T.)

The Surrey PD should continue to participate in the Surrey Mobilization and Resiliency Table (S.M.A.R.T.) program, which consists of a broad spectrum of service providers and community partners whose goal is to identify potential issues which impact crime and social disorder, and come up with solutions in a proactive manner.

Launched in 2015, the program is an innovative way to address emerging community problems before they become police problems or require the involvement of emergency services. S.M.A.R.T. partners include: City of Surrey, Surrey RCMP, Fraser Health, Lookout Emergency Aid Society, BC Ministry of Justice, BC Ministry of Children and Family Development, BC Ministry of Social Development and Social Innovation, Surrey School District, Pacific Community Resources Society, Options Community Services, and Surrey Downtown Business Improvement Association. Each week, the S.M.A.R.T. group meets to review cases where there is a high risk of harm, victimization or criminality for an individual or family. If the group determines there is an elevated risk that requires multi-agency intervention, the appropriate agencies can develop and execute a rapid response intervention plan within 24-48 hours.

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[123] https://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/srr-wrprnd/srr-wrprnd-eng.pdf
[124] Surrey RCMP, Surrey Wrap Program. http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=8915
[125] Public Safety Canada (2012). The Surrey Wraparound: A Youth Driven Plan for Gang Violence Prevention, Evaluation Summary 2012-ES-29. https://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/srr-wrprnd/index-en.aspx

The program was modelled after the "Hub" model, which was first implemented in Prince Albert, Saskatchewan in 2011 and has since been implemented in 55 communities across Canada. S.M.A.R.T. is BC's first iteration of the "Hub" model. The "Hub" model is a comprehensive, made-in-Canada approach intended to address the needs of at-risk youth and their families. The model mobilizes available community resources into an integrated approach. The objective is to connect persons and families who are at-risk to resources within 24 to 48 hours of an incident in order to improve their health and wellness outcomes.[126] The hope is that this will ultimately reduce crime, hospital emergency room visits, school absenteeism, and the caseload of justice and social service agencies. At the core of the model is a "hub" of representatives from community organizations and agencies that meets on a regular basis to form situation tables where they discuss and evaluate situations involving at-risk youth and families. This group determines whether an intervention is required and would be beneficial.

Past evaluations have found that the model can be effective on a number of levels. First, it can break down the silos that often exist between human service agencies, resulting in increased information sharing. Clients gain quicker access to services and resources and this lowers the risk level for everyone involved.[127] An evaluation of the Community Mobilization Prince Albert (CMPA) crime reduction strategy found the program to be effective in reducing the rates of violent and property crime and the costs associated with these offences.[128] Police agencies are an integral part of the HUB model. The successful development and implementation of the model requires the support of senior police management and officers, as well as police relationships with agencies and organizations in the community.[129]

Surrey Anti-Gang Family Empowerment (S.A.F.E.) Program

In early 2019, the City of Surrey received $7.5 million dollars from the federal government to support the Surrey Anti-Gang Family Empowerment (S.A.F.E.) program. The funding is for five years. The evidence-informed multi-agency program is designed to address and prevent youth gang violence by diverting at-risk children, youth and their families away from gang involvement. A total of 11 different initiatives are included under the umbrella of the S.A.F.E. program and these are delivered by 10 partners (including currently the RCMP). Programs include clinical counseling, family outreach, cultural support, peer mentorship, caregiver education, and a situation table for children and youth at elevated risk.[130]

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[126] Public Safety Canada (2018). The HUB – Community Mobilization Prince Albert. https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/nvntr/dtls-en.aspx?i=10015
[127] Nilson, C. (2016). Collaborative Risk-Driven Intervention: A Study of Samson Cree Nation's Application of the Hub Model. Public Safety Canada, Research Report 2016-R001. https://www.usask.ca/cfbsjs/research/pdf/research_reports/PSC_CollaborativeRiskDrivenInterventionSamsonCreeNation2016.pdf
Nilson, C. (2015). The Original Game Changers: An Evaluative Report on Prince Albert's Centre of Responsibility and Its Role in the Advancement of Community Mobilization Efforts to Improve Community Safety and Wellness. https://www.usask.ca/cfbsjs/research/pdf/research_reports/COREvaluationReport2015.pdf
[128] Sawatsky, M.J., Ruddell, R. and Jones, N.A. (2017). A Quantitative Study of Prince Albert's Crime/Risk Reduction Approach to Community Safety. *Journal of Community Safety and Well-Being*, 2(1), 3-12.
[129] Bhayani, G. & Thompson, S.K. (2017). SMART on Social Problems: Lessons Learned from a Canadian Risk-Based Collaborative Intervention Model. *Policing: A Journal of Policy and Practice*, 11(2):168-184. DOI: 10.1093/police/paw040
[130] City of Surrey, SAFE Program. https://www.surrey.ca/community/28528.aspx

Other Community Programs

A Surrey PD Parent Helpline could replace the existing Surrey RCMP Parent Helpline (604-599-7800) that connects parents who are concerned about their children becoming involved in illegal activities with RCMP officers and Youth Counsellors who can speak English, Punjabi and French, and are available to take calls Monday to Friday.[131]

RCMP officers host different sports programs such as Code Blue and Mini-Blue.[132] In 2013, the Surrey RCMP launched Code Blue, an after-school fitness training program led by RCMP officers in select Surrey secondary schools. Police officers engage students in grades 8-12 by organizing physical activity workouts that resemble police officer training. The drop-in program is currently offered weekly at eight schools. Students who show up for the program are put through the paces of an intense physical workout that includes sit-ups, push-ups, and sprints. Launched in January 2017, the Mini-Blue program connects youth in grades 5-7 with Surrey RCMP officers. The program focuses on relationship-building and mentoring through fun physical activities and interactions. Mini-Blue sessions are held once per week at five Surrey elementary schools during the school lunch hour. The Police Athletic League (PAL) provides similar youth sports programming in Vancouver and synergies will be possible between the VPD and Surrey PD in those areas.

In partnership with the Surrey School District and possibly even the RCMP 'E' Division, the Surrey PD should continue the tradition established by the Surrey RCMP Basketball Classic, a friendly basketball tournament that has been taking place in Surrey since 1992. The tournament was created to foster positive inter-school competition and create a healthy relationship between the RCMP and Surrey students.[133] It typically attracts roughly 650 students from Surrey high schools and hundreds of spectators. Surrey RCMP officers working in the Youth Unit and Gang Enforcement Team attend the tournament. Scholarships are also presented to meritorious students. In the past, scholarships have included the Roger Pierlet Memorial Award (in honour of the first Surrey RCMP officer killed in the line of duty in 1974), the Adrian Oliver Memorial Scholarship (in honour of the last Surrey RCMP officer who died in the line of duty in 2012), as well as the Chris Mohan and Ed Schellenberg Memorial Scholarships (in memory of the two innocent bystanders killed during the Surrey Six murders in 2007).[134]

Community Consultation

Police departments must find ways to identify community priorities and to solicit feedback from community residents (including complainants and victims) regarding their experiences and satisfaction with the police. Community consultation can take a number of forms. Police–community meetings provide a forum where the problems and concerns of community residents can be identified and strategies can be developed for addressing them. However, community meetings are generally not effective in mobilizing residents and in raising confidence in the police.

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[131] Surrey RCMP Parent Helpline. http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=46508
[132] SOURCE: Surrey RCMP, Code Blue & Mini-Blue Programs. http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=34421
[133] Surrey Now-Leader (2019). "Surrey RCMP Classic brings together public, private schools." https://www.surreynowleader.com/sports/surrey-rcmp-classic-brings-together-public-private-schools/
[134] Surrey Now-Leader (2013). "A dozen scholarships from RCMP Classic." https://www.surreynowleader.com/sports/a-dozen-scholarships-from-rcmp-classic/

These meetings are often attended by only a few members of the community, including persons representing specific interests. Marginalized at-risk groups and visible minorities are less likely to attend.

Community consultation committees (also known as community–police liaison committees) are another strategy leveraged by police departments to develop community partnerships. For example, the Toronto Police Service has established Community Consultative Committees (CCCs) with the city's Indigenous, Black, Chinese, French, Lesbian / Gay / Bisexual / Transgender / Queer / Two-Spirit (LGBTQ2+), Muslim, and South and West Asian communities.[135] There are also liaison committees for every police division in the city. These committees include community residents and police representatives who work together to identify local issues, prioritize them and develop solutions. These committees play an especially important role in fostering positive relationships with diverse groups in the community, including visible minorities and the LGBTQ2+ community. The Peel Regional Police, for its part, operates patrol-based Community Mobilization Teams (CMTs). These teams are involved in a variety of activities designed to increase community engagement and improve trust and confidence in the police. These initiatives could be replicated in Surrey.

Like Surrey itself, the community engagement strategy of the new Surrey PD will be multi-faceted and inclusive. Within Surrey, not all communities and sub-groups are preoccupied by the same issues or have the same interests. Communities can be defined by location, socio-economic attributes, or demographic features. All communities are multi-faceted and overlapping, in the same way that any individual usually belongs to several different communities at once. Prominent Surrey communities include, for example: seniors, adults, parents, youths, students, LGBTQ2+ persons, at-risk and vulnerable persons, Indigenous persons, religious and cultural communities, and immigrant and refugee populations.

Community engagement efforts must be designed to ensure that all community voices are heard, even those that have been historically muted. There are strategies to accomplish this that have been demonstrated to be effective. These include methods of personal communication between the police and the community and special initiatives targeting isolated and "hard-to-hear" communities. Ultimately, the police must involve marginalized community residents. Otherwise, these residents may feel that police interventions are targeting them, and may develop a sense that the police are intruding on their neighbourhoods.

Finally, a key community engagement strategy will be networking with community groups and organizations as well as with the private sector and other government agencies at the municipal, provincial, and federal levels. In that regard, Surrey PD should be able to continue and build on the outstanding work that has been done already by the City of Surrey.

A variety of specific approaches and strategies could be used during the transition phase leading up to the deployment of Surrey PD officers. A few of those strategies are summarized in the following table.

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[135] Toronto Police Service, Community Consultative Process, http://www.torontopolice.on.ca/community/ccc.php.

Table 17. Examples of Community Engagement Strategies Available to Surrey PD.

Strategy	Method	Notable Characteristics and Other Considerations
Community Surveys	Public opinion survey typically administered by mail or telephone. Questions about perceptions of crime, feelings of personal safety, victimization, satisfaction with police, etc.	Expensive and labour-intensive. Limited opportunity to ask clarifying or follow-up questions. Limited reach to high-risk or vulnerable groups. Fixed choices limit range of responses. Can be quite effective if conducted face-to-face. E.g. Public Attitude Survey (PAS) in the UK. Questions need to be "fit for purpose.[136]"
Public Meetings	Community consultation via public forum or town hall meetings. In-person updates to the community and opportunity for residents to ask questions.	Unstructured "open-mic" meetings generally of limited value. Dominated by special interest groups. Tends to exclude at-risk and vulnerable groups.
In-Person Focus Groups	Community consultation via structured focus group discussions within small group.	Cost-effective and efficient way to gather information from community stakeholders. Can be tailored to specific groups because targeted invitations can be sent to at-risk and vulnerable populations, youths, etc.
Online Focus Groups	Online polling and discussion mechanism for Surrey residents interested in sharing their ideas and opinions about the development of the Surrey PD.	Participants would need to opt-in before participating in brief, anonymous, Internet-only surveys and discussions.
Web-Based Surveys	Large-scale, comprehensive web-based community survey. Questions similar to community surveys.	Economical. Can be quite informative and unlock interesting insights about the community. E.g. Chicago Internet Project (CIP). Generally not effective in reaching all segments of the community, especially those who are less tech-savvy or are less comfortable with the English language. E.g. seniors, English language learners, vulnerable and at-risk persons, and immigrants and refugees. Amplifies the self-selection bias, which can hinder the extrapolation of the survey results.

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[136] Jackson, J. & Bradford, B. (2010). What is Trust and Confidence in the Police? *Policing: A Journal of Policy and Practice*, 4(3):241-248. DOI: 10.1093/police/paq020

Strategy	Method	Notable Characteristics and Other Considerations
Social Media	Ongoing, interactive electronic communication and visual updates on social media platforms. E.g. Facebook, Twitter, YouTube, Instagram, Snapchat, LinkedIn, etc.	Can be effective if properly developed and targeted toward specific groups in the community. E.g. youth. Must be multi-lingual to maximize the reach. Can be combined with web-based survey(s) and online focus groups. Can rely on engagement tools likes polls, contests, etc. Opportunity to engage and interact with local influencers.
Website	Simple, centralized online hub for all information on the Surrey PD. E.g. reports, media updates, photos.	Content should be presented in a visual way. E.g. illustrations and infographics. Contact details for the public to obtain further information should be easily identifiable. Simple FAQ section could provide basic answers for residents who want to know more about the potential impacts of establishing a new Surrey PD.
Open Houses	Host casual open houses at community facilities with visuals to allow Surrey residents to browse the latest material on Surrey PD and ask questions.	Could consider a permanent space at Surrey City Hall.
Speeches and Public Addresses	Periodic in-person updates by invitation of key stakeholder groups.	Reach specific groups of community leaders. E.g. Surrey Board of Trade, Business Improvement Associations.
Traditional Media Relations	Periodic media updates and news conferences.	Focus on building relationships with media outlets whose reach extends to otherwise "difficult to reach" communities. E.g. Punjabi or Mandarin-speaking members of the community. Consider monthly radio segments with local talk shows and proactively pitch update stories to major media outlets. Surrey PD representatives/spokespeople need to be able to speak Punjabi, Cantonese, Mandarin or Tagalog.

Public Communication

The idea behind community policing is that citizens will network within their communities and assume ownership of problem-solving strategies. For this to work, residents must be involved not only in the identification of crime and disorder problems, but also in creating solutions to these problems. When solutions are developed by police and imposed on the community, they are much more likely to fail. The strategies that are most likely to be effective in improving confidence are those that are aimed at increasing community engagement.

These include contacts with residents and businesses through foot patrol, responding to requests for service in a professional manner, and effectively communicating information on police initiatives.[137] Substantive, ongoing engagement with all Surrey communities will be a core pillar of the Surrey PD. Public input and feedback will be embedded in its policies and operations. Community engagement means that the Surrey PD will be built "from the ground up", rather than the traditional "top down" model where the police service or the government sets the policing priorities for the municipality. The Surrey PD should provide opportunities for communities and neighbourhoods to participate in the identification of issues and collaborative efforts to address them.

Police departments must be very proactive and persistent in educating the community about various community policing initiatives, providing opportunities for community residents to become involved (and stay involved) in community-based programs, and ensuring that initiatives address needs that are identified by the police and communities working on a partnership basis. Ways to accomplish this include having a robust volunteer program and permanently assigning teams of officers to specific neighbourhoods. The Technical Assistance Team has taken this consideration into account and has endeavoured to incorporate Surrey neighbourhood boundaries within modified patrol district boundaries.

The public communication strategies of the City of Surrey and Surrey PD should focus on engaging stakeholders and specific communities, and creating opportunities for constructive dialogues. It should build general, public awareness of the Surrey PD through news media and social channels, highlighting planned and ongoing initiatives. Finally, there should be dedicated efforts to connect with Surrey's ethnically and linguistically diverse communities.

Building genuine, authentic connections throughout the community will require patience and resources. However, the potential benefits of effective public communication are obvious. First, the City of Surrey and Surrey PD will be able to showcase their progress and momentum in the establishment of the Surrey PD. This will build excitement within the community, including among potential Surrey PD recruits and Surrey RCMP members who desire to continue policing Surrey. Secondly, the public engagement campaign will serve to demonstrate that the implementation of the Surrey PD is a two-way process that involves the community itself.

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[137] Rix, A., Joshua, F., Maguire, M. and Morton, S. (2009). Improving Public Confidence in the Police: A Review of the Evidence (2nd Edition). Home Office (UK), Research, Development and Statistics Directorate. http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.470.7907&rep=rep1&type=pdf

As part of the Surrey PD's community engagement efforts, consideration will be given to developing volunteer programs associated with each of the District sub-stations. This will enhance police-community relationships and give residents a sense of ownership in addressing the issues facing their communities. Citizen volunteers serve in a wide range of capacities—for example, they can support victim services units and community policing committees, and participate in special police–community projects.

By conducting citizen patrols, they can serve as extra "eyes and ears" for the police. Volunteers help the police develop partnerships with the community and are a means for the community to take ownership of problems. They are a continual source of new energy and fresh ideas. Ultimately, they help reduce the workload on patrol officers.

Social media can be an effective strategy for disseminating information about police initiatives and for building public trust and confidence in the police.[138],[139] As a general rule and to the largest possible extent, all content used to communicate with and engage the community (web, social media, media outlets) should be translated into the most common non-English languages in use by Surrey residents (i.e. Punjabi, Cantonese, Mandarin, Tagalog).

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[138] Copitch, G. & Fox, C. (2010). Using Social Media as a Means of Improving Public Confidence. *Safer Communities*, 9(2):42-48. DOI: 10.5042/sc.2010.0226
[139] Ruddell, R. & Jones, N. (2013). Social Media and Policing: Matching the Message to the Audience. *Safer Communities*, 12(2):64-70. DOI: 10.1108/17578041311315030

8.   Recruiting and Training

The creation of the Surrey PD offers a tremendous opportunity to build a progressive organization based upon a wealth of knowledge, experience, and best practices for the benefit and betterment of the diverse community it is committed to serve.

The Surrey PD will have the opportunity to recruit new and experienced applicants who will be representative of the community, and who have a long-term commitment to the city and its citizens. In addition, this creates a unique opportunity to attract existing exceptional policing talent from all police agencies in BC.

Hiring a significant number of police officers within a relatively short period of time to staff the Surrey PD is a significant undertaking. It will be achieved successfully within the given timeline through the careful consideration and examination of proven recruiting methods as well as the adoption of creative strategies and state-of-the-art best practices.

Recruiting Process

A comprehensive recruiting strategy is required not only to staff the proposed Surrey PD but also to meet its hiring needs on an ongoing basis as the organization moves forward. The proposed recruiting plan outlined below includes an examination of the various steps needed to establish a selection process for both new and experienced police officers. It will also discuss potential hiring strategies, and will draw on examples from the VPD Recruiting Unit's successes in meeting significant hiring needs, leading up to the 2010 Olympic Games. The proposed timelines for the different stages of the recruiting process, from the establishment of a Surrey PD Recruiting Unit to the average processing times and training requirements for new and experienced applicants, are also set out in the following discussion.

Composition of Recruit Pool

The pool of applicants to the Surrey PD will be unique in that, initially, it will likely consist primarily of experienced ("exempt") police officers of various ranks and seniority. They will possess a wide range of specialized experience and skillsets (e.g. investigation, ERT, dog squad, surveillance, undercover, forensics, language skills, management, supervision, administration). For a new organization, the skills of these members will be paramount not only in establishing specialty sections, but also for providing a strong operational base upon which the reputation of the Surrey PD will be built.

The formation of a new urban police department like the Surrey PD offers many new opportunities for experienced officers and it is expected that the level of interest should be high, not only from currently serving Surrey RCMP members, but also officers from other RCMP detachments and municipal police departments within British Columbia and the rest of Canada. With the prevalence of information sharing though social media and other online platforms, it is also likely that international applicants who possess the proper immigration requirements could be considered. The Surrey PD should also attract significant interest from new police applicants who have little to no law enforcement experience and will have to be fully trained before becoming operational police officers in Surrey. There is already significant interest and awareness about the Surrey PD within the law enforcement community.

Basic Required Qualifications

The basic qualifications that any applicant needs in order to consider applying to become a police officer are very similar across BC municipal police departments, the Metro Vancouver Transit Police, and the RCMP. While there are slight variations, (e.g. some departments, like the VPD, require a minimum of 30 credits from a post-secondary institution), they are generally consistent among the organizations:

- No criminal convictions, no adult criminal charges pending.

- Meet the visual acuity standards. The visual acuity standards encompass corrected and uncorrected vision, colour vision, and binocular vision. Some local police departments also have hearing standards, which stipulate an acceptable amount of hearing loss in each ear within a given range.

- Minimum 19 years of age;

- Excellent character;

- Physically fit and in excellent health;

- Canadian citizen or Permanent Resident;

- No history of improper conduct, poor employment, educational, or driving record that would affect suitability for policing duties;

- Valid BC Class 5 driver's licence with a good driving record;

- Valid current standard first aid/CPR certification;

- Grade 12 diploma or equivalent (plus a minimum of 30 academic post-secondary credits for some departments).

Of course, the selection process at Surrey PD is expected to be quite competitive and most successful applicants will exceed these minimum required qualifications. For example, preferred qualifications for new Surrey PD applicants could include:

- A degree or diploma in any field of study;

- Knowledge of a second language or culture;

- Community volunteer experience;

- Work experience in a supervisory capacity and/or with the public.

Selection Process

The selection process to become a police officer is very rigorous and thorough. Again, the actual process is fairly similar across BC police departments. For reference, the VPD selection process for new applicants contains the following steps:

- Application package, including an integrity & lifestyle questionnaire. The application package consists of: an electronic 5-page application form; an electronic 32-page Lifestyle & Integrity form; copies of educational transcripts, birth certificate and citizenship documents, First Aid certificate, and photo identification; completed visual assessment form; resume and cover letter; signed authorization and feedback waiver forms; two passport-sized photographs; copy of criminal record check; and copies of international education evaluation report and criminal pardon if applicable.

- The Lifestyle & Integrity form used by the VPD is similar to the questionnaires used by other Metro Vancouver police departments. The questions are intended to cover the applicant's lifestyle and background, and full, truthful disclosure is mandatory. For experienced applicants, there are 13 additional questions at the end of the questionnaire directly related to their previous police service.

- Entrance exam. The 3-hour handwritten entrance exam was developed by the Ethos Business Communication Group in 2007. It is intended to test grammar, spelling, composition, comprehension, and mathematical skills at a Grade 12 level. It also includes a section on memory and short essay responses. There are sample questions available on the VPD recruiting website. A pass mark of 60% is required. The exam is administered and marked by Recruiting Unit investigators, and sittings are held once a month. Exam scores from other agencies are also accepted.

- Physical testing. The physical test consists of the Police Officers Physical Abilities Test (POPAT) and the Leger Shuttle Run. The POPAT must be completed in under 4 minutes 15 seconds, and a score of 7.1 or higher must be achieved on the shuttle run. The testing is done twice a month, and is administered by the VPD Athletic Therapist, who also organizes practice sessions in the evening for applicants.

- Intake interview. The intake interview is conducted by two Recruiting Unit investigators working as a pair. These investigators also review the applicant's disclosure forms and personal history. The interview normally lasts several hours, and explores areas such as a candidate's integrity, problem-solving abilities, respect for diversity, community service orientation, self-initiative, and acceptance of responsibility.

- Written psychological assessment. The VPD currently uses the Personal Assessment Inventory (PAI) test for the psychological testing stage. This is normally administered directly following the interview, and is not a test for which the applicant can prepare or study.

- Polygraph examination. The polygraph examination is an important step that can assist in determining whether the applicant has been honest and forthright during the process. The VPD has two full-time sergeants assigned to the Polygraph Unit who administer the testing to applicants.

- Sergeant interview. One of the Recruiting Unit sergeants will interview the applicant and conduct a thorough review of his or her file. The sergeant will also collect the applicant's personal biography and a list of 30 personal and professional references.

- Background investigation. The background investigation is done by a Recruiting Unit investigator, and includes interviews with family members, long-time friends, present and past employers and colleagues, neighbours, and landlords. Security checks of police databases are conducted as necessary.

- Medical examination.

This sequence is consistent across BC police agencies. It is designed to optimize the Recruiting Unit's time and resources, with the aim being to emphasize exclusionary factors such as physical fitness or integrity issues early on in the process. Because of the comprehensive nature of this process, it can take anywhere from several weeks to several months to complete, depending on the number of testing dates offered, as well as the availability of the individual applicants. This is true for both new applicants and experienced officers. The entrance exam is not administered to experienced applicants employed by BC police departments.

However, experienced applicants from outside BC have to write the BC Exemption Exam (preceded by a 6-week period designated for studying for the exam). Otherwise, the main difference between new police recruits and experienced officers is the type of training they require once they are hired.

Processing times for applications can vary based upon each applicant's availability, his or her success at each selection stage, and the number of testing dates available. It is also dependent upon the efficiency of the Recruiting Unit, including the ability of staff to keep the process organized, flexible and constantly moving forward to avoid a significant backlog. Depending upon the type of selection process that is established, an average application from an individual with no previous police experience could be processed in several weeks, depending upon availability of and for testing dates. At the faster end of the range, a new applicant could realistically complete the selection process and be recommended for hire within 6-8 weeks of submitting his or her application. An experienced applicant from within BC could plausibly be hired in an even shorter amount of time, potentially as quickly as 4-6 weeks after submitting an application. Due to the BC Exemption Exam and travel constraints, out-of-province candidates would naturally take longer but motivated candidates could complete the process in less than three months.

Incentives for Recruit Candidates

In order to remove potential barriers and make the process more appealing, especially for low-income applicants, the City of Surrey could consider covering the cost of the criminal record check and the medical examination for applicants. While this may seem like a minor consideration, these two steps combine for a total cost of approximately $555, which can be a burden for many individuals.

Incentives for Experienced Applicants

While the Surrey PD is built from the ground up, the presence of and input from experienced police officers will be invaluable. Because hiring and training standards for police officers in BC specifically and the rest of Canada more generally tend to be quite rigorous, experienced officers are typically very desirable candidates whose skills and experience would transfer easily and would immediately benefit Surrey PD.

Experienced police officers who wish to apply to the Surrey PD should be prioritized, as long as they are a police officer currently working with a Canadian law enforcement agency (or have worked as a police officer with a Canadian law enforcement agency in the past three years) and their Canadian police service has training and minimum standards equivalent to those employed by BC municipal police departments. At the VPD, for example, members of the CN/CP Police Service, the Canadian Armed Forces Military Police, and officers serving in other countries do not qualify for exemptions and must apply as new applicants.

As part of its recruitment strategy, the Surrey PD will need to implement a streamlined and expeditious recruiting process for experienced applicants. This would not only shorten the timeframe required to process applications but also maximize the number of officers who can be hired within a set timeline. This could also assist in garnering more interest from those experienced officers who might be dissuaded from engaging in a process that is unnecessarily onerous and complex. As part of an expedited application and hiring process, for example, experienced officers could go through the following stages:

(i)   Modified application and disclosure forms;

(ii)   Intake interview;

(iii)   Polygraph;

(iv)   Abbreviated background investigation; and

(v)   Medical examination paid for by the City of Surrey.

Expressions of interest from currently serving police officers would naturally be treated as confidential until they reach the background investigation stage. This process could be completed quickly, and would be more appealing to experienced members who might otherwise be deterred by physical testing or having extensive forms to fill out. Once initial hiring needs are met, the process for experienced applicants could be re-visited and modified to resemble more closely the model currently used by the VPD, for example.

Joining an emerging new department will appeal to many serving officers who are looking for new challenges and opportunities. It would be natural to expect a significant amount of interest among current Surrey RCMP members. These officers likely reside within the Metro Vancouver area and already have experience serving the citizens of Surrey. An incentive that could be offered exclusively to currently serving Surrey RCMP members who decide to apply to become members of the Surrey PD is that, upon being hired, they each receive 40 additional hours of leave to be used in 2022 or thereafter. A similar concept was used by VPD as part of its "Search and Employ" campaigns, where VPD members could receive 40 hours of leave by recommending a new applicant who was subsequently hired. This would be appealing for officers, particularly those who have fewer years of service and therefore smaller allotments of leave available to them.

The Surrey PD will need experienced officers in supervisory and leadership roles to ensure an effective and disciplined transition to a new policing model. As the organization will be primarily focused on initially recruiting and hiring new officers, there will not be any opportunity within that timeline to consider a standalone "internal" promotional process. It will therefore be necessary to consider applications from experienced officers above the rank of Constable (e.g. Sergeant and Staff Sergeant) and hire these officers at their existing rank or above.

This will certainly act as an incentive for experienced applicants who have been promoted above the Constable rank, as such lateral promotions and transfers are very rare among Canadian police organizations. Many of these police supervisors will likely be hired well in advance of the launch date, as the organizational structure is developed and operational and investigative squads are established. This is an added incentive to members who would be deterred from applying by the prospect of losing their current rank. The same streamlined application and selection process outlined earlier to attract experienced applicants, would also apply to these officers in supervisory and leadership roles.

The creation of the Surrey PD creates a unique opportunity to attract exceptional policing talent from all police departments in BC. For example, working for the Surrey PD might be appealing to experienced officers (i.e. with ERT, dog handling, or investigative experience) who enjoy their current duties but may not have an opportunity to continue in their specialized roles at their home department.

Pension Considerations

Members of the RCMP earn pension benefits under the RCMP Superannuation Act, and in some cases supplemental pension benefits are awarded under the federal retirement compensation arrangement established pursuant to the Special Retirement Arrangements Act. Future members of the Surrey PD will earn pension benefits under the BC Municipal Pension Plan. In the event where a member of the RCMP transfers employment to the Surrey PD, the member will have two separate pension entitlements: the RCMP pension up to the date of transfer, and the Surrey PD pension after the date of transfer.

Additionally, a pension transfer agreement would ensure that these members receive one pension from the BC Municipal Pension Plan for the combined service with both police services. The City of Surrey has indicated that work is underway to ensure that the proper legal arrangements are in place to ensure that RCMP pensions are fully portable to a single pension plan.

Hiring for Resiliency

The Surrey PD's recruiting approach should focus on hiring for resiliency, with the aim to select candidates who will stay with the organization for their entire career, which will maintain continuity within the Surrey PD, create a sense of ownership for Surrey's social and crime issues, and will facilitate accountability to the residents of Surrey themselves.

Although police work can be satisfying and challenging, it can also be stressful. Many situations demand a quick response by officers, and this jolts them both mentally and physically. Traumatic events such as homicides, suicides, accidental deaths, young victims, and multi-victim accidents can also take a toll on officers. Long-term, high-pressure investigations and even regular but tedious administrative duties may also cause stress.

Modern police work has been impacted and is now shaped significantly by past court decisions and legislation. While criminal investigations themselves have become inherently more complex, most recent case law has only contributed to increase even more the workload of officers. Officers often spend hours recording events that took only a few minutes to transpire.

For example, an officer who detains an impaired driver after a failed breathalyzer test may spend many hours processing the individual and completing the necessary paperwork, even though it took only a few minutes to detect and arrest the offender. Legislation and Supreme Court decisions have placed a greater onus on police officers to provide extensive documentation and records.

The effects of stress experienced by police officers range from minor annoyances (which can be managed) to alcohol abuse or drug addiction, depression, and suicide.[140] There are a number of stressors for police officers and these can have a significant long-term, cumulative impact on not only their mental health but also their exercise of discretion and decision-making.

Hiring for Diversity

Hiring for the Surrey PD will allow for a proper representation of the community it serves, and should truly reflect the diversity therein. The development of police-community partnerships and trust between the police and communities is enhanced when police departments have diverse officers.[141]

The creation of a new municipal police agency represents a unique opportunity to hire staff that have pre-existing relationships with their diverse communities and groups that have been traditionally underrepresented in policing. The Surrey PD should actively recruit applicants who have the language skills, life experience, and cultural competencies required to effectively interact with community residents.

For example, the VPD has extensive experience recruiting for gender diversity. Based on Statistics Canada data, female officers represented approximately 25.3% of the VPD compared to 18.4% of the Surrey RCMP detachment as of 2017.[142]

Transitional Staffing for Recruiting Unit

Prior to determining the hiring criteria and what the selection process will precisely look like at the Surrey PD, a dedicated Recruiting Unit must first be established. This should be done as soon as possible. Due to the number of police officers, both new and experienced, that must initially be hired, the Recruiting Unit will initially need a robust team with a large number of recruiters. Staffing will be reduced gradually over time, as the transitional hiring phase is completed. Once the Surrey PD is operational, hiring will focus mainly on filling vacancies caused by attrition or staffing growth.

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[140] Morash, M., Haarr, R. & Kwak D.-H. (2006). Multilevel Influences on Police Stress. *Journal of Contemporary Criminal Justice*, 22(1):26-43. DOI: 10.1177/1043986205285055
[141] Cao, L. (2011). Visible Minorities and Confidence in the Police. *Canadian Journal of Criminology and Criminal Justice*, 53(1):1-26. DOI: 10.3138/cjccj.53.1.1
[142] Statistics Canada, Police officers by rank and gender, municipal police services. Table 35-10-0079-01. https://www150.statcan.gc.ca/t1/tbl1/en/cv.action?pid=3510007901

Transitional Recruiting Unit Staffing

Taking into account various factors, it is projected that the Surrey PD should staff a transitional Recruiting Unit with approximately 20 recruiters and investigators, two sergeants, three civilian support staff members, and one inspector. These resources could be divided into different teams to reflect the division of duties and make recruiting more efficient. For example, one sergeant and 6-8 recruiters could be designated to focus solely on outreach strategies and activities. The other sergeant and 12-14 investigators could then focus on processing applications and administering the testing for the selection process. The support staff could also be divided up accordingly, with one civilian staff member assigned to the Outreach Team, and the other two assisting with administrative tasks to ensure the hiring process moves along swiftly.

The Surrey PD has several options to staff the transitional Recruiting Unit.

(i)   The City of Surrey could create an abbreviated hiring process for currently serving members from other municipal departments or from the RCMP who have experience in recruiting, and these members could be sworn in as the first members of the Surrey PD who would then form the Recruiting Unit and develop a selection and hiring process for all other Surrey PD members; or

(ii)   The City of Surrey could contract private human resources professionals, or use existing HR personnel already employed by the City of Surrey; or

(iii)   The City of Surrey could engage currently serving members from other municipal agencies with recruiting experience on a secondment basis until such time as these positions can be filled by Surrey PD members. This could include a model where an external municipal police agency such as the VPD would hire the transitional Surrey PD Recruiting Unit.

Currently serving civilian employees of the City of Surrey who are interested by the challenge could be re-assigned to act as support staff for the newly developed recruiting unit. Of note, the Recruiting Unit will need access to polygraph examiners in order to complete polygraph examinations on prospective police applicants. The Surrey PD could consider engaging currently serving polygraph examiners from other municipal agencies on a secondment or overtime basis to administer the polygraph testing for Surrey PD applicants.

Lessons Learned from the 2010 Olympic Games

The Surrey PD's hiring challenges that will culminate with a total of roughly 800 officers being hired by 2021 are not unlike the challenge that the VPD faced when it had to significantly ramp up its staffing in preparation for the 2010 Olympic Games.

Starting in 2008, the VPD Recruiting Unit was tasked with hiring a significant number of officers to ensure that the department would be fully staffed and adequately prepared for the 2010 Olympic Games. Realistic timelines were established to allow sufficient time for recruits to become trained and deployable, with the last "Olympic" class of recruits starting their training at the JIBC in April 2009 and graduating in December 2009. New positions within the Recruiting Unit were also created and staffed to accommodate the increased workload. During the 2008-2010 period, there were 13 investigators, two sergeants and three civilian administrative assistants assigned to the VPD Recruiting Unit on a full-time basis.

In total, 145 recruit officers, 20 experienced officers, 74 jail guards, and 57 Traffic Authority members were hired (296 people). Despite the tight timelines, there was no compromise in the rigour and integrity of the selection process. The selection processes for each position encompassed several steps and required a significant amount of time and effort to process. The key success factor was the VPD Recruiting Unit's ability to ensure that candidates moved forward quickly and efficiently along the entire hiring process, with no bottleneck or chokepoint.

To stimulate interest and attract the necessary number of applicants during this crucial period, the VPD Recruiting Unit adopted new and innovative outreach strategies. Members of the Unit toured the Province in Canada's first mobile recruiting office, which garnered a significant amount of media attention at each stop.

Banners were hung at various locations throughout the city, and one was flown behind a plane in Victoria, Nanaimo, Calgary, and Edmonton to spread the message that the VPD was hiring. The Unit also launched a large-scale college and university campaign, targeting third-year (junior) and fourth-year (senior) students at numerous post-secondary institutions in both BC and Alberta. Lastly, this was a time when the VPD was the only major police department to have a profile on both YouTube and Facebook, with thousands of visits made to each site.

More recently, from January 2016 to September 2017, the VPD Recruiting Unit faced another challenge after being tasked to hire 234 new members, which included police officers and Special Municipal Constables (jail guards, Traffic Authority members, and Community Safety Officers). Innovative outreach strategies continued to be used to attract applicants, and the Recruiting Unit successfully reached its goal, hiring candidates that reflected the community. During this time, the VPD Recruiting Unit was staffed by 16 investigators, two sergeants, and three administrative assistants.

Outreach

Outreach is an essential and valuable tool for recruiting, and can be accomplished through two different types of channels: i) social media and ii) community engagement. Social media platforms are very effective communication platforms for police recruiters. For example, the VPD has active accounts on Twitter, Facebook, Instagram and YouTube. In fact, the VPD Recruiting Unit has its own Twitter and Instagram accounts, as well as a dedicated website. While social media offers a broad spectrum in which to convey messaging, personal interaction is equally important to allow members of the community the opportunity to engage directly with police officers to gain a better understanding of what the occupation entails. For example, the members of the VPD Recruiting Unit attend career fairs, public events (e.g. community events, parades, professional sports events), and travel to other cities on a consistent basis to cultivate interest amongst potential recruits.

Innovative outreach initiatives will be a very important part of the Surrey PD hiring strategy, and these will have to be developed in conjunction with the formation of the Surrey PD's Recruiting Unit and Public Affairs Section. Designing and implementing a Surrey PD recruiting website should be a key priority. Members of the Outreach Team should be assigned as soon as possible to work on social media platforms, including content, messaging, and tracking. This content will have to be monitored and maintained on an ongoing basis in order to keep the messaging consistent, and to keep potentially interested applicants engaged.

Other outreach initiatives should also include printed material (e.g. posters, brochures, portable displays) and attendance at major community events both within and outside Surrey. In addition, traditional media campaigns should be considered, such as promotional videos, outdoor signage, TV and radio commercials, and online advertisements. This may require the services of a professional media company to ensure the best quality and that the message will reach the target market.

Consistent messaging must be adopted and conveyed to as many people and groups as possible in order to attract an applicant pool that will accurately reflect the Surrey community. That messaging will define the Surrey PD brand in the earliest stages of its inception.

Timeline

The following table summarizes the proposed recruiting timeline, along with key milestone dates based on a target transition date of April 1, 2021.

Table 18. Recruiting Timeline for Surrey Police

Time before Launch	Target Date(s)	Actions Required
15-18 months	September to December 2019	Staff Recruiting Unit. Formalize application guidelines and selection process. Design application forms, website, social media content. Develop outreach and media/advertising strategies. Ensure testing resources are in place (e.g. written exam, physical, polygraph). Liaise with JIBC and other municipal agencies to determine capacity for basic and advanced recruit training and Block 2 field training.
15 months	January 2020	Start accepting and processing applications. Launch community outreach activities.
9-15 months	January to July 2020	Process applications, new and experienced. Begin making recommendations for hire. Determine placements for experienced officers. Start filling designated spaces in upcoming JIBC recruit classes.
9-12 months	April-July 2020	Ideal months for new recruits to begin their 9-month training program at the JIBC.
9 months	July 2020	Last JIBC class with new police recruits deployable by Launch date.
3 months	January 2021	Last opportunity to process new applications from candidates outside BC before Launch date.
1 month	March 2021	Last opportunity to process new applications from experienced candidates with BC policing experience before Launch date.
Leading up to Launch	2020-2021	Complete hiring process for existing applicants. Project hiring needs for future JIBC recruit training classes.
Launch	April 1, 2021	Launch of Surrey PD

The establishment of the Recruiting Unit will be a priority for the newly established Surrey PD. The Unit should be staffed immediately and its members should be in place and fully operational within two months of inception (e.g. by September 2019).

One of the first tasks for the Unit's supervisors, investigators, and support staff will be to establish what the application and selection processes will look like, for both new and experienced applicants. This should include deliberation around the previously discussed strategic considerations. The application and selection processes, as well as the format of a written entrance exam, should be agreed upon and confirmed within one month following the establishment of the Recruiting Unit (e.g. by October 2019).

At the same time as the application and selection processes are being developed (within one month of the Unit's establishment), it will be necessary to ensure that the required resources are available so that applicants can complete some of the stages. These considerations are crucial, in that they involve areas of the process where a significant backlog or bottleneck could occur. These include but are not limited to the following areas:

- Establishing a location and scheduling dates to hold written exam sittings, and determining how and by whom they will be marked.

- Choosing a location for the physical testing, as well as identifying individual(s) qualified to administer the testing. Specific test dates must also be established to ensure that the testing can move forward at a consistent pace to prevent a backlog in the process.

- Identifying who will administer the polygraph examinations, and acquiring the necessary equipment for them to be administered. The average length of a pre-employment polygraph examination is approximately 3-4 hours, with approximately one hour dedicated beforehand for the examiner to prepare for the test, and another hour following the exam to complete a written evaluation.

- Determining who will administer the medical testing.

While the application and selection processes, the application documents, and the written exam are being created and finalized, a Surrey PD recruiting website, likely linked to both the City of Surrey website and a dedicated Surrey PD general website should be in development. This website should be active as soon as possible once the application and selection processes are firmly established, most importantly to allow interested candidates to access and download the application forms. This website and the forms ideally should all be available within two months of the establishment of the Recruiting Unit (e.g. by November 2019). The City of Surrey's IT department could assist with the initial development and launch of this website to ensure consistent messaging and benefit from the most up-to-date expertise available.

The Surrey PD Recruiting Unit should be prepared to accept applications from new and experienced applicants by January 2020, or within 4-5 months after the Recruiting Unit has been established.

Coordination and Liaison with JIBC

At the same time as the recruiting process is being developed, it will also be necessary to liaise with the JIBC with regards to how many recruit classes and how many students in each class they can accommodate in the months leading up to the start date of the Surrey PD. There will have to be some flexibility to allow for larger class sizes and for potentially adding extra recruit classes, which will significantly increase the workload of JIBC staff and instructors.

All new recruits must attend the 9-month Police Academy training at the Justice Institute of British Columbia (JIBC). JIBC training for new police recruits is broken down into three training blocks. Block 1 consists of 11 weeks of basic recruit training at the JIBC. Block 2 consists of 18-22 weeks spent on practical field training with an experienced patrol officer who has been trained as a field trainer. Block 3 consists of 11 weeks of advanced recruit training at the JIBC. While they do not have to complete the JIBC recruit training, experienced officers must still complete approximately one week of orientation training prior to being deployed. This orientation period is necessary to complete use of force qualifications, train on report writing business rules, and allow for some familiarization with the various policies and processes in place.

One important consideration is that JIBC graduation dates may be staggered around the launch date for the Surrey PD, depending when in the calendar year recruit classes start their training. This will affect the number of new officers who are fully trained and operational by the launch date. Ideal starting times for classes that include new Surrey PD recruits at the JIBC therefore would be between 9-12 months prior to the expected launch date. This would ensure that there is not a significant time lapse between graduation and actual start date at the Surrey PD.

Assistance with Block 2 Training

As noted above, part of the training for new municipal police recruits in BC involves a practical component where Block 2 trainees work operationally with a field trainer for 18-22 weeks, on average. There could potentially be a large number of new Surrey PD recruits undergoing police recruit training leading up to the launch date. However, there will not be a corresponding contingent of Surrey PD field trainers. Therefore, agreements will need to be reached with other Metro Vancouver municipal departments to assist with the Block 2 training of Surrey PD recruits, until such time as this can be done within Surrey itself. This concept was realized before, when Transit Police was in development. With six municipal police departments operating in Metro Vancouver, it is conceivable that the added workload of training Surrey PD recruits for a finite time period could be shared among other municipal police agencies. This would lessen the impact on any one department and would not be a limiting factor on the number of new Surrey PD recruits that can be hired leading up to the launch of the Surrey PD.

Supplemental Staffing Through Secondments

While it is expected that there will be significant interest among currently serving police officers and other members of the public who wish to pursue a law enforcement career at the Surrey PD, it would also be possible to meet the initial staffing needs of the Surrey PD through the secondment of experienced officers from other local municipal police departments within Metro Vancouver. These officers could loan their skills and experience to Surrey PD and would assist the Surrey PD on a temporary basis to develop a strong operational and investigative base, thereby ensuring a seamless and effective transition.

Some of the benefits would be mutual, as seconded officers also would have the opportunity to develop and acquire new skillsets. As more and more Surrey PD officers continue to be hired and trained, they would gradually assume the roles previously filled by seconded members.

Training Strategy

Training is an integral component of the police profession and is arguably one of the most important ones. Within the Surrey PD, the Training Section will be tasked with developing and delivering courses and programs to sworn and civilian members that are timely, innovative, and crucial to job performance and effectiveness. An important consideration for the Surrey PD will be to establish a training plan or platform that meets mandatory legislative requirements and follows established best practices. Such training will assist all employees in succeeding within an increasingly challenging policing landscape. Another key consideration for the Surrey PD will be to ensure that all sworn officers are operationally prepared to go-live when the launch date arrives. As it is expected that the majority of these officers will be experienced candidates with previous police experience, this will entail facilitating all firearms and use-of-force qualifications mandated by the BC Provincial Policing Standards.

Orientation and Pre-Deployment Training

One important component of the Surrey PD's training plan will be the orientation training. When new police recruits and currently serving experienced officers are hired, they undergo a period of orientation during which they are provided with the most up-to-date training and courses necessary for operational deployment. The goal of this orientation training is to equip officers with all the knowledge and information they need to perform their job effectively and competently. The Surrey PD will have many potential options around how this training is delivered to its members.

Since a large number of Surrey PD officers are initially expected to be experienced applicants, it will be necessary to ensure that those who are hired for operational duties are fully deployable as soon as possible. Similarly, as new Surrey PD recruits graduate from the JIBC Police Academy, it will be incumbent upon Surrey PD trainers to equip them with any additional Surrey-specific knowledge, both practical and organizational, they will need as they begin to serve Surrey citizens.

Experienced candidates are experienced police officers and, as such, should not require extensive training before they are operationally ready to police Surrey. One exception is that experienced candidates who have not been trained and did not previously work in BC must complete some mandatory courses that cover, for example, the BC emergency vehicle driving regulations, domestic violence investigation standards, and crisis intervention and de-escalation training. At the VPD, instruction topics and orientation activities given to VPD experienced hires during their enrollment week after they are sworn in by the Chief Constable include: review of legal issues; presentations on important policies; facilities tour; uniform fitting; introductory IT training; Professional Standards Section presentation; PRIME training; familiarization with the Property Office (evidence room); pistol transition course / qualification; and use-of-force training / qualification. Ideally, firearms and use-of-force qualifications could be completed over four days (two days for each discipline), depending upon the number of candidates and any additional training that could be deemed necessary or useful.

Additional administrative updates and training, along with organizational orientation, could be completed in another 2-3 days, taking the same factors into consideration. Any experienced officer hired by the Surrey PD who has worked in BC will already be familiar with PRIME and should have the required basic knowledge of the system.

However, out-of-province experienced hires will not have used PRIME previously and will require at least 2-3 days of PRIME training before they are proficient in its use. With respect to the amount of time likely required for an experienced member to become operationally qualified in firearms and use-of-force, five hours are set aside as part of the orientation curriculum for experienced officers hired by the VPD for the transition to and qualification on the VPD-issued duty pistol used. Experienced officers also receive a full day of officer safety training, which includes force options qualifications.

Recruit officers graduating from the JIBC Police Academy are provincially qualified in the areas of use-of-force techniques and firearms proficiency. However, an orientation period is highly recommended in order to familiarize the new officers with their police organization. This is also an opportunity for them to receive some supplemental training to assist them with the transition to full-time operational policing. For example, while police recruits receive some PRIME training at the JIBC Police Academy, the VPD has determined that additional training is beneficial to assist them in becoming confident report writers and astute users of the system before they become operationally deployable. In addition, the Standard Field Sobriety Test course is taught to all new VPD recruits during the pre-deployment component of their orientation. VPD recruits also receive instruction on administrative traffic processes as part of their pre-Block 2 curriculum.

The VPD has developed comprehensive orientation syllabuses for both experienced hires and new recruits. This orientation training has been optimized over time to maximize operational readiness in an effective and timely manner. Some highlights that the Surrey PD could consider emulating include:

- New experienced hires at the VPD are provided with a self-assessment checklist that must be completed within four weeks of initial deployment. The checklist includes items like: discussing operational and administrative procedures with an assigned mentor, touring the various VPD facilities, reviewing specific VPD policies, and accessing online training portals to complete a number of courses designated as mandatory by the VPD.

- The VPD has created a comprehensive recruit development program that is divided into four separate components: orientation, pre-Block 2, post-Block 2, and pre-deployment. The goal in each case is to ensure that VPD recruits gain the confidence they need to be successful throughout the entire training process. Instruction topics include traffic studies, sensitivity training, police car and radio familiarization, report writing, information management training, PRIME training, police judo training, professional standards, general investigations, surveillance, social media and technological investigations, domestic violence and criminal harassment investigations, forensic video analysis, boxing and pinning, and Standard Field Sobriety Test training.

For its part, the Surrey PD will need to ensure that its officers receive all necessary pre-deployment training.

Mandatory Training

Some police training is mandatory in the sense that it will be required of all Surrey PD members, not only because of standards set by the Province but also because of certain mandatory guidelines set by other governing bodies as well. Among others, Surrey PD members will need to receive adequate training in relation to firearms, use of force, intermediate ("less lethal") weapons, and crisis intervention and de-escalation.

They will also need to become familiar with various procedures and standards applying to missing person investigations, major case management, domestic violence cases, and PRIME-BC.

The BC Provincial Policing Standards define certain mandatory training requirements for all police officers working in the province, and establish some underlying principles to guide certain types of investigations. This ensures procedural consistency across police agencies and facilitates information sharing. For example, the BC Provincial Policing Standards stipulate that police officers must successfully complete a training course for each type of firearm issued to them, and are initially qualified before they are authorized to carry and use a firearm or ammunition. Officers must then qualify annually on the use of these firearms. Officers authorized to carry a firearm must also, every three years at a minimum, complete practice training regarding firearms tactics and use-of-force decision-making, and shooting at distances of 25 metres and greater. Written records must be maintained to document the firearms qualification tests and training completed by each officer.

In 2000, the Canadian Association of Chiefs of Police (CACP) established the National Use of Force Framework, which brought together the best theory, research, and practices from across the country with respect to police use of force. This model promotes continuous critical assessment and evaluation by police officers involved in potentially violent situations. It specifies that officers may employ appropriate force options to resolve incidents in a reasonable and effective manner. It also provides a basis upon which individual organizations can establish their own use of force models and policies. The BC Provincial Policing Standards mandate that police agencies must have an approved use-of-force model in place, and that each police officer must successfully complete and qualify on a training course. Officers must also requalify regularly on the use-of-force model and techniques. The provincial standards also stipulate that a police department's use-of-force policy and procedures must give direction on, at least, the following force options: i) officer presence; ii) communication; iii) physical control, iv) intermediate weapons; and v) lethal force. As an example, before they are considered operationally deployable, all VPD officers must be qualified, at a minimum, in the proficient use of collapsible baton, pepper spray (also known as oleoresin capsicum or OC spray), and vascular neck restraint force options techniques. Again, written records must be kept to show the training and requalification courses completed by each officer.

The BC Provincial Policing Standards also describe the training requirements, maintenance of qualifications, and recordkeeping standards that must be met by all police use-of-force instructors. There are several pre-requisites before a police officer can qualify for use-of-force instructor training. This includes having no less than four years of law enforcement experience, and not having any substantiated use-of-force complaints or findings of related misconduct within the previous five years. The training requirements include completing a provincially-approved instructional skills course, as well as BC's Standardized Use of Force Instructor Course or some equivalent provincially-approved instructor training.

The provincial standards also stipulate that instructor qualifications must be continuously maintained, and any lapse in those qualifications requires a rigorous re-certification process.

The BC Provincial Policing Standards also address the approval, training, and qualification requirements for intermediate weapons. Intermediate weapons are those whose normal use is not intended or likely to cause serious injury or death. They include Conducted Energy Weapons (CEWs), also commonly referred to as "Tasers". There are specific certification requirements devoted to, for example, CEW operators.

This includes successfully completing a provincial CEW Operator Training Course and passing the final assessment portion of the training at least annually. An additional related standard is that all on-road supervisors must be equipped with and carry in their police vehicles Automated External Defibrillators (AEDs). All members authorized to use the AED must receive and maintain the relevant training.

Another provincial standard states that every frontline police officer in BC must successfully complete BC's Crisis Intervention and De-escalation (CID) training course. This includes frontline supervisors, recruits prior to graduating from the JIBC, and RCMP cadets prior to completing their field coaching period. The course is also offered as remedial training to frontline police officers who are deemed unable to effectively utilize the relevant techniques. A provincially-approved refresher course must also be completed every three years by all officers. At the VPD, for instance, the refresher course is offered as part of an online learning system.

As a result of the report from the Missing Women Commission of Inquiry, new provincial policing standards for missing person investigations came into effect in September 2016. The standards were implemented to ensure that a consistent approach is taken towards these investigations throughout BC.

All police agencies must ensure that their policies and procedures regarding missing persons are consistent with the new standards. While there is no mandatory training course associated with these standards, it is important that all police officers remain familiar with the underlying principles and requirements.

In 2017, new standards for Major Case Management (MCM) were also developed as a result of the Missing Women Commission of Inquiry to provide consistency and ensure the use of best practices in major investigations conducted by police. These standards were updated as recently as early 2019. The standards identify the types of investigations where MCM procedures are automatically required. It is therefore imperative that police officers assigned to relevant investigative sections receive the necessary training to become qualified so they can apply the principles and methodology. The full range of MCM training includes the following components: i) a basic course (at the VPD, this is a three-hour online portion of the "Major Crime Investigative Techniques" course); ii) a four-day File Coordinator course; iii) an eight-day Lead Investigator course; iv) and finally a nine-day Team Commander course. The VPD is currently developing in-house MCM training and the goal is that this will become mandatory training for anyone assigned to work in an investigative section. MCM training is also available through outside agencies, such as the JIBC, the RCMP Pacific Region Training Centre in Chilliwack, and the Canadian Police College in Ottawa.

The BC Attorney General's Violence Against Women in Relationships policy sets out protocols, roles, and responsibilities for police agencies when responding to incidents of domestic violence. All police officers in BC are required to follow this policy, which outlines the steps necessary to complete a thorough investigation to ensure the safety of the victim and successful charge approval. To ensure compliance with the policy, the VPD has deemed it mandatory for all of its sworn officers to complete two online courses titled "Assessing Risk and Safety Planning in Domestic Violence Investigations" and "Evidence-Based, Risk-Focused Domestic Violence Investigations".

In 2013, amendments to the *BC Workers Compensation Act* expanded the requirements for employers to take all reasonable steps to ensure the health and safety of its workers. The Act now designates bullying and harassment as hazards in the workplace, and states that employers must develop policy that specifically states that neither behaviour is acceptable or tolerated. For example, all VPD staff members are now required to familiarize themselves with the updated policy and complete an online course titled "Respectful Workplaces Within British Columbia".

PRIME-BC is the mandatory police records management system BC-wide. Each individual agency must ensure that they are in compliance with the applicable PRIME-BC operational policies, procedures, and business rules. This is typically accomplished through formal training and refresher courses.

Firearms and Force Options Training

Firearms and force options training are two areas of practical importance in which police officers must be proficient to be deployable. Each area is also governed by mandated provincial qualification standards, and a significant commitment of time and staff is required to ensure these are met.

Training in firearms and force options will be an extremely important consideration for the Surrey PD. Recruits graduating from the JIBC are qualified to provincial standards during their time at the Police Academy. As such, they do not need to be re-trained prior to deployment. However, as these qualifications expire, consideration must be given to where re-qualification for Surrey PD officers will take place. While experienced officers hired by the Surrey PD from other police organizations may have held current qualifications, the Surrey PD should nevertheless re-train and re-certify them as a matter of policy. This would contribute to ensuring consistency, both around the standard of training and in the way provincially-mandated training and qualifications are documented.

Logistically, the Surrey PD will have to identify possible locations where its officers can complete their initial firearms and force options training before they can be considered operationally deployable. Firearms and force options training will also be required on an ongoing basis for the foreseeable future so a long-term option is also required for the Surrey PD. Possibilities available to the Surrey PD include the City of Vancouver's Tactical Training Centre, the JIBC, or a private range facility:

- One option available to the Surrey PD would be to rent the range and gym facilities at the JIBC. While New Westminster is much closer in proximity to Surrey, the JIBC is used by several different agencies and organizations for ongoing training. Surrey PD would be competing with several other JIBC clients and therefore availability might be limited. Before this option can be executed, further examination would be required and an agreement would have to be reached with the JIBC.

- The Surrey PD could also consider renting the Tactical Training Centre (TTC) operated by the City of Vancouver. The purpose-built facility houses two shooting ranges, a control tactics gym, two simulation rooms, and two classrooms. The facility is used extensively, but not exclusively, by the VPD. Other police and law enforcement organizations can rent the various training spaces and can purchase training ammunition directly from the City of Vancouver. These client organizations can train with their own instructors or can engage the services of VPD trainers for a fee.

- The VPD also offers a Range Officer course that teaches participants how to use all the range equipment and facilities in a safe and proficient manner. While the TTC is used extensively by the VPD, there would still be space and time available for use by the Surrey PD, especially if the facility's hours and days of operation were expanded to accommodate multiple shifts daily. While the TTC is not geographically close to the City of Surrey, the Surrey PD could consider using buses or vans to transport groups of officers to and from the facility, as needed.

- Finally, there are several private shooting range facilities, both outdoor and indoor, operating throughout Metro Vancouver. The Surrey PD could consider contracting one or more of these facilities, especially if some of those are geographically located in Surrey, Delta or Langley.

While the Surrey PD will probably have to look for an external partner to train and qualify its officers in the use of police-issue firearms, it may not be necessary to do the same for its force options training. As long as the Surrey PD has access to adequate gym training space within one of its facilities, the Surrey PD Training Unit should be able to train and qualify Surrey PD officers in-house once the department has been launched and is solidly implemented.

In consultation with the VPD Training Section and considering best practices, it is projected that up to 400 Surrey PD members could complete their firearms and use-of-force qualifications within a four-week period (20 business days) using the facilities available at the City of Vancouver's TTC. New recruits graduating from the JIBC Police Academy during this time will already be freshly trained and therefore will not be required to attend the TTC for any additional training or qualifications. This is why they are not factored into these projections. Officers would be divided into groups of 40 (10 groups with 40 officers each = 400 officers total). Each group of 40 officers would be scheduled to attend the TTC over two consecutive days.

Half of the group (20 people) would spend one day completing their firearms training and qualifications at the shooting range, while the other half would spend the same day in the gym doing use-of-force training and qualifications. Both groups of 20 would switch places the following day. After one group of 40 completes its two days of orientation training, the next group of 40 would then attend the TTC for two days, and so on. While a more detailed training plan for new Surrey PD officers will ultimately be required, the strategy proposed here would address immediate deployment needs within a total lead-in time of four weeks (10 groups with 40 officers each who each require two gym days and two range days = 20 business days = 4 weeks).

This pre-deployment training plan would require a minimum of six range instructors each day (three for each range) and a minimum of four force options instructors each day to administer the training inside the gym.

Best Practice Training

Besides courses and training requirements mandated by the BC Provincial Policing Standards, there are also other policies and courses that contain crucial information applicable to operational policing. Additional operational and administrative training considerations are also desirable and could be considered best practices within law enforcement. This includes, for example, training around impaired driving investigations, the administration of Naloxone, and immediate rapid deployment.

Impaired driving investigations are common in operational policing, but can be complex to navigate due to ever-evolving legislation and reporting requirements. Surrey PD officers will almost surely encounter impaired drivers on a regular basis and should be knowledgeable about the available tools and applicable legal standards in order to properly investigate them. Various training and qualification options exist for officers who wish to rely on the best up-to-date practices related to impaired driving investigations.

In 2016, a marked increase in the use of dangerous and unpredictable opioid drugs such as fentanyl triggered the need for the VPD to develop ways to protect its staff from exposure and to provide frontline officers with the ability to treat members of the public suffering from the effects of an overdose. A comprehensive training program was developed for VPD staff around the administration of Naloxone in the form of a nasal spray, before individual kits were distributed to frontline officers. All VPD officers are now automatically registered for an online Naloxone training course prior to being issued their own kit. The procurement of Naloxone kits for frontline Surrey PD officers, as well as their training around the use of those Naloxone kits, should be a consideration for the Surrey PD. Even accidental exposure to fentanyl and its analogues remains an important safety issue for both police officers and the general public. Fortunately, Naloxone can mitigate this risk.

The VPD has developed specialized tactical training in relation to Immediate Rapid Deployment (IRD) response tactics. These are law enforcement tactics that have been proven to be most effective and have the potential to save the most lives during an active deadly threat situation, such as a school shooting. Such situations are rare but represent extremely high-risk events. At the VPD, this IRD training is mandatory. In order to meet the VPD's training standards in this area, officers must complete an online course as well as a practical training component. The same or similar training would also be relevant for Surrey PD officers.

The VPD has also developed a joint Rescue Task Force, which is a coordinated, unified response between emergency service providers to deal with active deadly threat incidents. Casualty clearing teams consisting of VPD and Vancouver Fire Rescue Services personnel are responsible for the immediate treatment and triage of critically wounded victims at the scene, before they are evacuated to waiting BC Emergency Health Services ambulances for further medical aid. Firefighters, alongside police, will be able to enter a scene much earlier to provide prompt medical aid and pre-hospital care to patients before they suffer life-threatening injuries. The Rescue Task Force is an example of first responders working together to make communities safer in Vancouver. This initiative could serve as a model for the Surrey PD and the Surrey Fire Service, who could work together similarly for the safety and benefit of Surrey residents.

Separate from the training and qualification standards set out by the BC Provincial Policing Standards and other governing bodies to which police agencies must adhere, there are extensive additional training requirements for specialized investigative and tactical sections within each individual department. For each of its own specialty units, the Surrey PD will need to identify courses to help the officers and civilian staff members working there to be fully trained and qualified to perform their specialized duties.

Cycle Training

At the VPD, patrol officers are paid for a total of 2,080 hours per year (40 hours per week times roughly 52.143 weeks per year on average) but are only scheduled to work regular patrol shifts for roughly 2,053 hours or so (365 days divided between two sides, Even and Odd, times 11.25 hours per shift on average). The difference is made up by Cycle Training days that fall on days where the officers would normally be off. This reconciles the annual number of hours worked with the number of paid hours. The VPD patrol shifting model allows for four Cycle Training duty days per year and these duty days are designated strictly for training purposes. The main advantage is that Cycle Training days do not take resources away from regularly scheduled patrol teams so there is no need to backfill or call out officers on overtime. The topics covered during Cycle Training days are fairly consistent each year. However, the specific content varies each year and there is flexibility to accommodate changing training needs and requirements. Cycle Training days are an excellent opportunity for necessary training to be delivered in a timely, consistent, and easily documented manner to all VPD frontline members. A similar benefit could be achieved at the Surrey PD. In fact, the operational shifting model proposed by the Technical Assistance Team, based on 11.25-hour shifts, is specifically designed to allow for Cycle Training days. This keeps officers up-to-date.

9.   Information & Technology

Technology Framework for Municipal Police

Within a municipal police department, the network architecture and security are the foundation upon which technology services reside. These technology services are governed by various standards, policies, and best practices. This section will endeavor to outline the IT standards which must be adhered to, and the considerations needed for transition.

National Police Services

The RCMP is the steward of the cluster of programs known as the National Police Services. National Police Services was created following the Federal/Provincial Conference on Organized Crime in 1966. During the Conference, the federal government committed to providing a range of services to the policing and criminal justice communities. Approximately 70% of National Police Services clients are external to the RCMP. The specialized police support services provided by National Police Services include Forensic Science and Identification Services (including Canadian Criminal Real Time Identification Services or CCRTIS), the Canadian Police Information Centre (CPIC), the Violent Crime Linkage Analysis System (ViCLAS), and the National Sex Offender Registry.

CCRTIS includes the National Repository of Criminal Records. Based on fingerprint records, this databank contains information about each person's criminal history, including charges and the court's final ruling. Only RCMP-certified devices can be used to interact with the system that supports the National Repository of Criminal Records. The specific installation and configuration of these certified devices must be approved by the RCMP. Access to criminal records is controlled by security measures that comply with the security standards set by the Treasury Board of Canada.

CPIC provides investigative, identification, intelligence, and ancillary data on persons, vehicles, marine vessels, property, driver's licenses, warrants, criminal records, fingerprints, firearms registration, surveillance, inmates, and the Automated Canada / United States Police Information Exchange System (ACUPIES). CPIC information is shared with other law enforcement organizations across the country, federal government organizations like the Canadian Security Intelligence Service (CSIS) and the Canada Border Services Agency (CBSA), as well as a number of American police departments through the U.S. National Law Enforcement Telecommunications System (NLETS).

Category 1 Agencies

In the context of the regulatory and policy framework applicable to technology services within Canadian municipal police departments, Surrey PD will be considered a Category 1 police agency as long as it obtains proper approval and endorsement from the Canadian Police Information Centre (CPIC) on the written advice of the Director General in charge, the RCMP National Police Services and CSIS. By definition, a Category 1 agency has full peace officer authority and its primary role is law enforcement. Category 1 police agencies can access various investigative, identification, intelligence and ancillary data banks and communication systems.

Category 1 agencies also must meet several regulatory requirements. For example, they are required to access and store information on the systems hosted by National Police Services (including CPIC) in accordance with all the applicable legislation.

National Police Services Network

To access National Police Services resources such as CPIC, the Police Information Portal or the National Sex Offender Registry, each police agency in Canada connects to the National Police Services Network (NPSNet), which has evolved over time into a multi-purpose secure communication pathway for all law enforcement and criminal justice, federal, provincial, local, and foreign agencies. All independent police agencies that use the NPSNet are required and responsible to adhere to minimum standard security measures. The integrity of all systems connected to NPSNet is dependent on the security policies and practices of every individual agency linked to it. In other words, the critically sensitive data of all connected agencies could be compromised even if only one individual law enforcement agency had an information security breach. Each agency that accesses NPSNet is therefore dependent on the security practices of the agency with the weakest security posture. Because of this, it is imperative that all NPSNet partners follow appropriate security measures and best practices in order to protect their police IT systems, along with the sensitive data they hold, from unauthorized access or intrusion. The security of the entire network support the Canadian law enforcement community can only be assured when agency-level security measures are in place.

Other IT standards that apply to BC municipal police agencies in particular include some BC Provincial Policing Standards that dictate certain technology standards, systems, and practices. Agencies participating in PRIME-BC must also ensure that their business practices comply with the PRIME-BC Operational Policy and Procedures. While agencies have latitude in developing agency-specific policy to suit their individual business practices, participating agencies must ensure that such policy is not in conflict with the PRIME-BC Operational Policy and Procedures.

Network Architecture, Security, Identity and Access Management Standards

Continuity and integrity of the services offered and the information residing within the secure digital boundary of the police department must be maintained at all times throughout the entire information lifecycle. Within that framework, the network architecture and security must qualify as a restricted, secured, and independent technology infrastructure with no unauthorized or uncontrolled access and no connections with non-secure networks. This security posture is for the protection of the individual agency as well as the broader law enforcement community as a whole.

The primary objective for the Surrey PD throughout the transition from Surrey RCMP will be to maintain all the required standards in terms of network architecture and security, as well as identity and access management.

IT Transition Framework

Current State of the Surrey RCMP's IT Infrastructure

In relation to the Surrey RCMP's IT infrastructure, the mandate of the Technical Assistance Team was to conduct a preliminary assessment based on the current understanding via the City of Surrey in order to formulate an initial plan (or considerations for a plan). The Technical Assistance Team worked collaboratively with the City of Surrey in developing this preliminary IT plan. While the Technical Assistance Team was not mandated and did not attempt to conduct a detailed assessment and inventory of all of the components and dependencies comprising the entire IT infrastructure of the Surrey RCMP and RCMP 'E' Division, it is assumed that at least some of the foundational layers required to support the day-to-day technological needs of the Surrey RCMP may not necessarily be located or maintained within the Surrey RCMP but are instead hosted centrally by 'E' Division and/or Shared Services Canada. This may include the IT management structure, specialized IT security systems, and some components of the IT infrastructure. For reference, the IT infrastructure includes items such as hardware, software, network connections and routers, data storage servers, Voice-over-Internet Protocol (VoIP) phones and servers, voicemail systems, mobile data management platforms, Private Branch Exchange (PBX) phone systems, the associated cabling, etc.

Objectives of the IT Transition

In determining the optimum way to transition any public safety service, the most important considerations are the potential impact to public safety and service delivery, the safety and support of the first responders during the transition period, and the sustainment efforts that must occur after the transition. Policing and public safety are highly dependent on the accuracy, speed, and dependability of certain mission-critical communication and information sharing systems. These systems must run 24 hours a day, 7 days a week without disruption or downtime. This is why they are a foundational consideration for the Surrey PD's IT transition.

A key challenge for Surrey PD will be to rebuild in-house the functionalities currently provided by the existing IT infrastructure supported by Surrey RCMP and RCMP 'E' Division, while minimizing disruption or downtime. Since critical public safety systems, including 9-1-1 call taking and police dispatching reside on this IT infrastructure, any significant downtime could jeopardize public and officer safety. Moreover, police operational systems and administrative systems contain sensitive information assets so access to these systems will need to be tightly controlled and managed (both physically and virtually) throughout the entire transition. To ensure public and officer safety, as well as an orderly transition, it is critical to maintain some existing systems throughout the transition. This will help ensure the availability, integrity, and confidentiality of all information assets of both the Surrey RCMP and the Surrey PD.

The two options outlined below will allow the Surrey PD to achieve all this.

Option A: Overlay of New Surrey PD Systems with Current RCMP Infrastructure

One option (OPTION A) for the Surrey PD would be to implement the technology required to replace certain IT systems and overlay these new Surrey PD systems with the existing critical IT infrastructure at RCMP 'E' Division on a provisional, temporary basis. However, it is also possible that this could serve as a long-term solution. In other words, the Surrey PD could contract back the same IT infrastructure and support that the Surrey RCMP currently benefits from. This would minimize disruption, facilitate an orderly transition, and mitigate the associated risks to the public and officer safety. Administrative and support systems, as well as public-facing citizen-centric systems, would still be fully replaced to make way for brand new IT systems adapted to the needs of the Surrey PD.

However, the foundational IT infrastructure and the operational systems it supports would continue to be hosted by the RCMP, either within Surrey RCMP Headquarters, at RCMP 'E' Division Headquarters (Green Timbers), or at Shared Services Canada. This option could involve a fee-for-service model with the RCMP accompanied by a service level agreement.

This transition strategy means that the Surrey PD would continue to rely on many of the technology systems currently in place at the Surrey RCMP, while blending in new technological systems and replacing existing IT systems and infrastructure as the equipment or software reaches end of life. This hybrid implementation strategy would allow the Surrey PD to progressively "ease in" towards a self-contained and self-managed in-house IT infrastructure. This would reduce the required IT project scope, risks, costs, and timelines. Importantly, it would also ensure an orderly transition between the Surrey RCMP and Surrey PD. Nevertheless, the plan would be to blend in as many new technological systems as possible without compromising the transition or public safety. Finally, it would allow for some proper transition planning around the support services currently provided by Surrey RCMP, for example, to the White Rock RCMP and IFIS.

Fortunately, many critical operational systems such as PRIME-BC, E-Comm's 9-1-1 call answer service, CPIC, and other related systems provided to all Canadian police agencies by RCMP National Police Services will remain intact during the transition. These functions are currently delivered as a service to Surrey RCMP and the Surrey PD will be able to take advantage of those same services. Operational systems that are delivered or supported by RCMP 'E' Division can be contracted back under a "Managed Services" model. Over time, these services could then be transitioned to an external vendor or another police department, or could be installed in-house at Surrey PD Headquarters. Depending on the best overall value for the Surrey PD and the RCMP's willingness to remain a long-term law enforcement partner to the Surrey PD, the IT services provided by RCMP 'E' Division on a contractual basis could also remain in place indefinitely.

For their part, the administrative support systems required by Surrey PD could be installed in-house in the first instance. Alternatively, they could also be the object of a shared service agreement with the City of Surrey or could be made available via external vendors. Leveraging the existing City of Surrey systems or putting in place shared service agreements would have significant financial benefits because economies of scale would be achieved. For example, the City of Surrey's existing enterprise resource planning (ERP) systems should be able to handle adequately all Surrey PD's personnel management, financial and supply chain management, and HR software needs, at least during the transition phase. The City could also procure a workforce scheduling and management system that would be hosted on its own servers on behalf of the Surrey PD.

As the Surrey PD develops into a standalone corporate entity with its own online presence, it will have to establish early its own corporate brand on various public-facing and citizen-centric systems. Of course, while the City of Surrey could host and manage the required back-end IT systems and infrastructure, the Surrey PD will be responsible for updating the content on whatever platform is used.

For implementation purposes, this approach would still require a detailed inventory and identification of Surrey RCMP systems and infrastructure components, along with their interdependencies. Such inventory would be conducted as part of a more detailed IT transition and implementation plan, along with a detailed gap analysis, impact analysis, and scope analysis.

In order to support these efforts, a joint IT transition team could be assembled with participation from the Surrey PD, City of Surrey, and the RCMP. External partners and subject matter experts could also be included. This joint transition team would be assigned to plan, build, implement, test, and transition the infrastructure while minimizing risk and disruption to on-going public safety operations. This level of analysis was not within the scope of the Technical Assistance Team and would be the next logical step towards an IT transition once Surrey PD is officially launched.

Option B: Transition to New IT Infrastructure for Surrey PD

The other option (OPTION B) for Surrey PD would be to implement completely new IT infrastructure and systems to replace everything that the RCMP currently provides to the Surrey RCMP in terms of technological services. It is assumed that most of the existing hardware and software would be replaced with modern IT equipment that meets the latest law enforcement standards, both in terms of functionality and reliability. This would include, without being limited to, the newest hardware, software (including cutting-edge network security software and a full suite of business intelligence and software), all the necessary network equipment and network management software, a data storage array, and brand-new VoIP phones for Surrey PD personnel.

Some collaborative negotiation would need to occur in order to facilitate the progressive transfer of existing systems and hardware infrastructure currently under RCMP control and management to the Surrey PD. The financial implications would likely depend on the agreed-upon depreciation schedule that reflects the fair market value of IT assets currently under RCMP control. This has yet to be determined and is not within the Technical Assistance Team's span of influence during this phase of work. It would also hinge significantly on what IT equipment the City of Surrey previously paid for under its RCMP Policing Agreement, because this is likely to effectively define ownership of the equipment. In particular, any recovery from the RCMP (e.g. based on fair market value) would mitigate and offset the project transition costs because those are based on the idea that the Surrey PD would procure brand-new IT equipment.

IT Transition Costs

While a considerable amount of uncertainty remains, the high-level cost estimates presented below are believed to be prudent in informing decision-makers at this phase of the transition. A few cost-estimating methods have been used in parallel in order to triangulate cost estimates that are both plausible and realistic based on the Technical Assistance Team's high-level understanding.

Both IT transition options are summarized in the following table, along with the estimated costs associated with each. Because it is likely that certain assumptions can be weakened and fine-tuned, the Technical Assistance Team proposes a range as opposed to a single financial estimate. In any case, the following estimates should be considered order-of-magnitude approximations only.

Option	Mission-Critical IT Infrastructure	Administrative Support Systems	Estimated Capital Costs	Projected Installation Costs
A	Contracted Back from RCMP	Surrey PD, in partnership with City of Surrey, vendors, and external partners.	$3.6 million	$4.0 million
B	Surrey PD	Same.	Option A + $11-14.9 million	Option A + Roughly $2 million per year × 6 years

Option A (Overlay of New Surrey PD Systems with Current RCMP Infrastructure) would involve contracting back from the RCMP for certain mission-critical operational IT systems while implementing self-contained in-house solutions to replace administrative systems that will disappear when the Surrey RCMP transitions to Surrey PD. These administrative systems would be completely separated from the RCMP and housed within the Surrey PD or City of Surrey's IT network. The Technical Assistance Team tentatively estimated that this scenario would involve one-time costs of approximately $7.6 million over two calendar years. This would include a one-time capital investment of roughly $3.6 million (e.g. hardware and software purchases) plus one-time implementation costs of $4.0 million (e.g. salaries for IT staff and external contractor fees). These IT expenditures would be incurred late in 2019, throughout 2020, and in early 2021. Thereafter, the main ongoing annual cost would be the fee-for-service charged back to Surrey PD by the RCMP 'E' Division. The RCMP would be paid for any services provided during the transition period (subject to negotiations). As this is the option recommended by the Technical Assistance Team, the proposed operating budget for Surrey PD conservatively includes a fee-for-service charge, which was estimated based on the input of IT and Finance subject matter experts.

Option B (Transition to New IT Infrastructure for Surrey PD) would involve replacing the Surrey RCMP's IT infrastructure and systems and installing completely new IT infrastructure and systems at the Surrey PD. Subject to further negotiation and later determination, however, there might be some IT equipment items that the City of Surrey already paid for outright or otherwise would be able to keep for a price that would have to be negotiated with the RCMP and determined later as part of the transition. For example, it is plausible that the City of Surrey already paid for some tangible IT assets currently used by the Surrey RCMP such as printers and plotters, desktop computers, laptops, and computer monitors. Depending on what equipment can be reused by Surrey PD, the Technical Assistance Team has tentatively estimated that between $11.0 million and $14.9 million in *additional* IT capital asset expenditures would be required over an implementation timeline of up to six years. The associated implementation costs would be approximately $2 million per year on average, although the actual IT implementation timeline will dictate how much is actually spent each year. In fact, the Technical Assistance Team estimates that this amount is at the top end of the plausible range that could be expected.

If economies of scale could be leveraged and productivity gains could be achieved by erecting the full transition project over six years, the total cost could be reduced significantly. For example, timing the implementation of new IT systems with end-of-life replacement and upgrade cycles would contribute to reduce waste and further reduce the added capital costs. The idea is that many of the IT expenditures that are accounted for in the IT transition plan would have been incurred regardless in order to keep up with ongoing technological developments, even if the Surrey PD transition did not take place.

Other IT Considerations

A comprehensive change impact analysis would be desirable for the IT systems and infrastructure elements that are expected to remain intact throughout the transition. A more detailed analysis may reveal that the elements and configurations of each system may need to be changed or reconfigured based on dependencies with the new systems being installed. As part of the transitional phase, the Surrey PD could rely on a subject matter expert who has experience dealing with IT contracts or software licenses in order to negotiate and migrate the Surrey RCMP's existing IT contracts, maintenance agreements, software licenses, and hardware warranties over to the Surrey PD. Finally, it is recommended that a network security assessment and a formal Threat & Risk Analysis of the network infrastructure be conducted at various stages during the migration efforts. A similar assessment should take place initially to evaluate the detailed transition plan itself. A risk mitigation strategy could then be developed in order to guarantee the continuity and integrity of the IT network and systems supporting the Surrey PD.

In conclusion, the Technical Assistance Team finds that the Surrey policing transition will be feasible with the two options presented earlier. A first approximation of the scope and costs of these options has been documented for decision makers moving forward. Other IT considerations specific to the Surrey OCC are also addressed in Chapter 10.

10. Transition Framework

Staffing Transition

The Technical Assistance Team has completed an outline of considerations for a transition plan. The plan extends from the hiring of a Chief Constable and Recruiting Team in the beginning of the transition period and ends with the full stand-up of frontline resources leading up to the actual transition or go-live date. This is a suggested model and an initial approximation.

While the focus of this transitional plan is on staffing and logistics, other considerations such as community consultation and strategic planning will have to be considered as part of the transition. Once provincial concurrence of the transition framework is received, extensive public consultation will begin to determine policing priorities for the new Surrey PD. This public consultation will be central to forming the first Surrey PD Strategic Plan. Additionally, members of the Transition Team could be devoted to interviewing Surrey RCMP sworn and civilian staff to ensure that existing programming is reviewed to determine how it can be carried on or improved upon.

The plan addresses several Surrey PD staffing needs and divides those across five general milestones:

- Milestone 1: Foundations and Recruiting Process (19-21 months prior to transition date)
- Milestone 2: Training, Policies, and Equipment (12-18 months prior to transition date)
- Milestone 3: Recruiting and Training Progress (7-11 months prior to transition date)
- Milestone 4: Management and Emergency Planning (2-6 months prior to transition date)
- Milestone 5: Staffing Leading Up to Transition Date (one month prior to transition date)

Each milestone is explained in what follows. The timeline is meant to inform decision-makers on some of the higher-level considerations required for the transition, including the expected costs that will be involved leading up to the transition date. While specific roles are identified for the Transition Team, team members will have flexible job descriptions and will work in various areas as required during the transition.

Milestone 1: Foundations and Recruiting Process

This early transition phase will lay the initial staffing foundation for the Surrey PD recruitment efforts. A Chief Constable or interim Chief Constable will be hired, along with an entire Recruiting Team and Public Affairs staff. The following table summarizes what Surrey PD positions should be filled 19-21 months prior to transition date.

Table 19. Transitional Surrey PD Hiring 19-21 Months Prior to Transition Date

Area	Positions	Responsibilities
Chief Constable	Chief Constable	Lead the development of the Surrey PD
Recruiting	1 Inspector 2 Sergeants 20 Constables 3 Civilian Clerks	Begin recruiting process
Public Affairs	Communications Manager	Aid in recruitment and public communication
Human Resources	1 Inspector	Strategic HR planning

The Chief Constable should be hired between 19-21 months (e.g. July to September 2019) prior to the planned go-live date of the Surrey PD (April 1, 2021). Identifying the leader of the Surrey PD will be crucial in setting the tone of the organization, establishing the organizational culture, and attracting quality recruits and managers. Some of the immediate responsibilities of the new Surrey PD Chief Constable will include the hiring of the Surrey PD's HR Inspector, Recruiting Inspector, and Communications Manager. Deputy Chief Constables will be hired shortly after.

The Recruiting Inspector will be responsible to quickly recruit experienced police officers who will form the Surrey PD Recruiting Team. This Recruiting Team will immediately start working to formalize the Surrey PD's recruiting, selection, and hiring processes. They will develop community outreach strategies and create promotional material to expand the pool of recruits and ensure the best quality candidates apply to the Surrey PD. They will plan for and initiate what is needed to recruit new police officers as well as experienced officers currently serving in other police agencies. Both new recruits and experienced members will require vetting by recruiters and background investigators in order to ensure that only the best available candidates are hired. Given the number of officers who need to be hired by the Surrey PD, this work will have to begin as soon as possible.

Another key consideration during the initial phase will be ensuring adequate expertise is in place for creating communication strategies with the public. The Communications Manager will design messaging about the Surrey PD and establish communication plans. Carefully crafted public messaging around the Surrey PD early during the transition phase will contribute to making the Surrey PD's recruiting efforts successful and building positive relationships with the community.

Finally, as staff will be hired and active recruiting efforts get underway, the initial HR functions of the Surrey PD will need to be established. The HR Manager will also begin setting up the Surrey PD's HR Section, including hiring staff and providing strategic guidance for the various HR functions that are required.

The expectation is that City of Surrey staff will assist during the transition. The City of Surrey will need to provide several HR functions to support the Surrey PD Transition Team, especially in terms of initially setting up electronic employee profiles (including employee numbers and payroll information), enrolling new employees into the benefit programs they are eligible for, and providing payroll services. The City of Surrey's Finance Department, for its part, would be well positioned to help track expenditures and monitor the transition budget. Finally, it is anticipated that the Information Technology division within the City of Surrey's Corporate Services Department will provide the IT support that is required initially.

Milestone 2: Training, Policies, and Equipment

Roughly 12-18 months prior to the transition date, Surrey PD transition staff will start researching and drafting internal policies, selecting equipment, and developing training plans. Some teams will need to be substantially or fully staffed in order to achieve this. All three deputy chiefs should be hired by this time in order to help the Chief Constable finalize key organizational decisions. These deputy chiefs will also begin work on assembling the management team in key areas of the Surrey PD. Concurrently, the Planning & Research Section will work on drafting a Surrey PD Regulations & Procedures Manual.

The following table summarizes what Surrey PD positions should be filled 12-18 months prior to the transition date.

Table 20. Transitional Surrey PD Hiring 12-18 Months Prior to Transition Date

Area	Position	Responsibilities
Divisional Offices	3 Deputy Chief Constables	Lead the development of the three major divisions of the Surrey PD
Planning and Research Section	1 Director 1 Sergeant 3 Constables 1 Analyst	Work on policy and procedures and provide strategic support
Training Team	2 Training Constables	Develop training plans
Human Resources Section	2 Sergeants 2 Constables 2 Civilians	Developing HR policies and wellness program planning
Information and Technology Team	IT Manager	IT transition planning
Operations Communications Centre	Temporary OCC Transition Plan Manager	OCC transition planning
Fleet Management Team	Fleet Manager	Fleet procurement and planning
Facilities Management Team	Facilities Manager	Facilities planning
PRIME Liaison Team	1 Sergeant	Develop PRIME planning
Information and Privacy Team	Manager	Respond to FOI requests
Other Temporary Staff	2 External Consultants	Provide transitional assistance
	1 Transitional Procurement Manager	Procure equipment required for the Surrey PD transition

The Training Team will be staffed at this time too. It will be tasked with developing training plans and training curriculum, especially for new Surrey PD recruits who will attend the JIBC and experienced officers who will have to be acclimatized to Surrey PD. Members of the Training Team will work closely with Planning & Research staff in areas such as training and use of force policies. The Fleet Manager and Transitional Procurement Manager will all work closely with the Training Team when selecting equipment for use by future Surrey PD officers. The Facilities Manager, meanwhile, will oversee all transitional facilities considerations.

Six HR employees will be hired during this timeframe as well. They will work on establishing HR policies. Additionally, they will develop internal processes and procedures for areas such as promotional competitions and HR-related processes. These staff members will also work on setting up employee wellness programs and supporting those members who are already working for the Surrey PD.

The Technical Assistance Team is recommending further study with regards to the Surrey OCC and technology needs of the Surrey PD. For example, there is a need to further study the actual IT infrastructure of the Surrey RCMP in order to identify any gaps or needs, including a Surrey OCC transition plan. As a result, an IT Manager and a temporary Surrey OCC Transition Manager will work to ensure their respective portfolios are ready to transition from Surrey RCMP to the Surrey PD.

Information and data ownership will be a key consideration for the Surrey PD due to the statutory duties associated with housing sensitive personal information. As such, the Technical Assistance Team recommends that an in-house legal counsel be added to the Surrey PD Transition Team. This person should be a lawyer with experience dealing with Freedom of Information requests. This lawyer will ensure that the Surrey PD remains in compliance with the *BC Freedom of Information and Protection of Privacy Act* and will be well positioned to provide other legal advice to the Surrey PD, as needed. Additionally, the PRIME Coordinator will be required to work with PRIME working groups and committees and ensure that all PRIME policies are adhered to in the lead up to the Surrey PD transition date. The PRIME Coordinator will also work to ensure that the PRIME system is configured adequately to meet the needs of the Surrey PD. Additionally, the Technical Assistance Team has accounted for at least two external consultants who will deliver input into the transition process, while providing assistance and specialized expertise to help throughout the implementation.

Again, it is assumed that the City of Surrey will provide some administrative support to the Surrey PD Transition Team. Areas like procurement and legal services will be especially important, as the Surrey PD enters into significant contractual relationships with various vendors and law enforcement partners.

Milestone 3: Recruiting and Training Progress

Aside from recruiting activities, no additional hiring will occur during this timeframe. During this time, the Recruiting Team will be recommending candidates for hire and should be filling JIBC seats designated for Surrey PD recruit hires. These recruits entering the JIBC will be among the first new officers to join the Surrey PD for the transition day.

The IT Manager, Fleet Manager, Facilities Manager, and Procurement Manager will all be continuing the work needed to prepare the Surrey PD for the upcoming transition. Procurement plans for vehicles, vehicle outfitting, police uniforms, and equipment should be completed. These plans will determine what equipment will be used by Surrey PD officers, including force options equipment, firearms, and uniforms. The Facilities Manager will be working to identify any changes required to existing City of Surrey facilities to accommodate the Surrey PD transition. Additionally, training plans will be well underway, with the goal of being ready to train hundreds of officers in the month prior to the transition date.

Milestone 4: Management and Emergency Planning

Within 2-6 months of the transition date, all remaining Surrey PD managers will be hired. These managers will lead the preparations to ready each Surrey PD Section in advance of the transition. This will include strategic planning and identifying any outstanding gaps ahead of the transition date.

The following table summarizes what Surrey PD positions should be filled 2-6 months prior to the transition date.

Table 21. Transitional Surrey PD Hiring 2-6 Months Prior to Transition Date

Area	Position	Responsibilities
Emergency Operations Team	1 Sergeant 5 Constables	Develop and adapt emergency plans
Force Options Training Team	1 Sergeant 6 Constables 1 Civilian Armourer	Develop force options training and certification plans
Traffic Support Team	2 Training Constables	Develop training plans
Human Resources Section	2 Sergeants 2 Constables 2 Civilians	Developing HR policies and wellness program planning
Section Managers	20 Inspectors	Develop plans for sections including strategic direction

The Emergency Operations Team will be fully staffed and will adapt existing emergency plans to the new Surrey PD structure. It will also identify areas where additional emergency planning is required.

The Training Team will also be fully stood up and will begin developing and planning for the use of force training and qualifications that all Surrey PD members require prior to becoming operational. Additionally, Traffic Support Team staff will work on developing training programs around drug and alcohol impaired driver recognition.

The remainder of the Surrey PD HR Section will also be operationalized to help finalize any requirements for the Surrey PD transition and to support the large number of staff who are already in place.

Community volunteers who wish to participate in crime prevention programs or previously participated in volunteer programs overseen by the Surrey RCMP will start to be officially recruited for Surrey PD volunteer programs. For example, Surrey PD volunteers may be needed for the:

- Lock Out Auto Crime program. The Lock Out Auto Crime program in Surrey currently relies on trained volunteers to raise awareness about theft from auto, including the risk of leaving valuables behind in a vehicle. The volunteers place crime prevention notices on the windshields of parked cars advising them of their "pass" or "fail" grade.

- Speed Watch program. Speed Watch is a program designed to raise awareness about speeding and deter speeders throughout Surrey. Using portable radar equipment and electronic digital boards, Speed Watch volunteers monitor speeds around school and playground zones, high collision locations, and neighbourhood streets.

- Stolen Auto Recovery program. The Stolen Auto Recovery program relies on trained volunteers to search for abandoned stolen vehicles throughout Surrey. The volunteers use a custom database and smartphone app to run license plates of parked vehicles with the goal of identifying those who may be stolen. When a plate number comes up as "stolen", the volunteers notify police who will attend to recover the vehicle.

Milestone 5: Staffing Leading Up to Transition Date

Any experienced officer or civilian who needs to be formally hired and trained in order to be deployable when Surrey PD goes live will need to be hired before the month leading up to the transition date. For example, the contingent of Surrey PD officers available as of March 1st would be the initial staffing available for the transition date on April 1st. At this point, officers who are currently serving in another police department will be officially hired and formally trained. Recruits graduating from the JIBC will have already been hired and trained and will form a portion of the overall Surrey PD staffing.

The Technical Assistance Team estimates that at least 400 experienced members can be provided with the orientation training they require within four weeks leading up to the transition date. The majority of these officers will be patrol and frontline members and will be ready to take over frontline operations from the Surrey RCMP on the transition day. Their onboarding training will be comprised of use of force certification plus general orientation training around important Surrey PD policies as well as community contacts and key Surrey stakeholders.

A percentage could also be new recruit officers (10-15%). However, it is not optimal for the Surrey PD to deploy a large contingent of inexperienced recruits initially. These members could be field trained by other municipal police departments.

An initial pool of investigative members will be organized into two teams. These investigators will be responsible for setting up the basic framework of their work group such as establishing relationships with key stakeholders and partner agencies. They will also create business rules and investigative processes in advance of Surrey PD investigations. Once the transition to the Surrey PD occurs, these investigators will be ready immediately to assist patrol or take conduct of incoming case files. Additionally, Sophie's Place will be fully staffed starting on transition day to ensure that crimes against children continue to be fully investigated in the best possible manner and to maintain a positive relationship with this key Surrey PD stakeholder.

Other areas have also been earmarked to be fully staffed starting on the first day of the transition. They include: the Mental Health Team, one Gang Interdiction Team, one School Liaison Team, and the at-risk youth partnership car. These are all value-added positions that provide significant community or specialized support and require continuity. Additionally, areas like Sophie's Place and School Liaison could benefit from working side-by-side with the RCMP officers who stay behind during the transition phase.

Prior to the transition, the Surrey PD Professional Standards Section will be set up with two sergeants to liaise with oversight bodies, including the Office of the Police Complaint Commissioner and Independent Investigations Office. These resources will be available on the transition date to begin any required oversight-related work.

The sworn Surrey PD officers slated to work in the Surrey Jail will also be hired and trained during the last month leading up to the transition date. This will ensure that the sworn officers who will be required to staff the Surrey Jail will be ready to take over jail operations on the transition date.

Roughly 80% of all Surrey PD patrol officers (sergeants and constables) should be hired, trained and deployable by the transition date. This means that most patrol districts will be operating in the short term at 80% of their authorized strength. As noted previously, this is a first approximation. This initial staffing level is acceptable and will not compromise deployment levels or negatively impact public safety. At any given time in all police departments, there is some level of vacancies or absences.

Over time, officers will be required to miss duty days due to the use of annual leave, training leave, and injuries. However, during the initial transition to the Surrey PD, there will be no annual leave balance or training courses pulling members away from their patrol shifts. Furthermore, while injuries may occur on the first days, there won't be an accumulation of injuries. As such, it is estimated that 80% of the patrol authorized strength should be roughly equivalent to 100% of the Surrey PD's average long-term deployable strength. Of course, the patrol districts will still need to become fully staffed at full authorized strength shortly after the transition.

The following table summarizes what Surrey PD positions should be filled in the last month prior to transition date.

Table 22. Transitional Surrey PD Hiring 1 Month Prior to Transition Date

Area	Position	Responsibilities
Patrol Section	32 Sergeants 274 Constables	Ready for deployment on transition day
Investigations Division	3 Sergeants 30 Constables	Establish relationships and ready for first investigations
Mental Health Team	1 Sergeant 10 Constables	Establish relationships and ready for transition day
Surrey Jail	8 Sergeants 4 Constables	Ready for deployment on transition day
School Liaison Team	1 Sergeant 9 Constables	Establish relationships and ready for transition day
Gang Interdiction Team	1 Sergeant 8 Constables	Establish relationships and ready for transition day
Professional Standards Section	2 Sergeants	Establish relationships and ready for transition day
Youth Services Team	2 Constables	Establish relationships and ready for transition day

Post Transition

After the transition date, the Surrey PD will be staffed with approximately 461 sworn officers. As a result, there will still be a need to hire 286 additional officers plus 58 sworn officers intended for positions within the integrated teams and 20 CSPs. These remaining Surrey PD officers will be phased in over a period of three months. During this time, operational requirements and priorities will dictate where officers are assigned. That being said, it is expected that most areas should essentially ramp up to full staffing at a similar pace. In addition, all civilian positions should be more or less filled by the transition date as there will be minimal changes to the existing civilian staffing levels and these civilian employees are already City of Surrey employees.

As a contingency, it would be possible to meet the initial staffing needs of the Surrey PD through the secondment of experienced officers from other local municipal police departments within Metro Vancouver. As more and more Surrey PD officers continue to be hired and trained, they would gradually assume the roles previously filled by seconded members.

Concurrently to the progressive phase-in of Surrey PD officers subsequent to the transition date, it is recommended that a progressive phase out of RCMP investigators also occur. More specifically, Surrey RCMP investigators will need to conclude the case files they took on before the transition date, while the Surrey RCMP was under contract in Surrey. During this phase out, RCMP investigators will continue to work and carry the case files that they initiated.

It is expected that approximately 100 Surrey RCMP investigators will need to remain embedded in Surrey PD to finish investigations that began prior to the transition date. These officers will be phased out as investigations are concluded. It is expected that fewer than 10 officers will remain nine months after the transition and no RCMP officer should be required more than one year after the transition date.

While the transition framework seeks to have the Surrey PD staffed for the go-live date of April 1, 2021, a staggered approach to bring the Surrey PD into full operations could be utilized, if required. A staggered approach would entail each of the five Surrey PD policing districts being progressively transitioned to being policed by Surrey PD officers. This approach could be utilized to mitigate any unforeseen delays or challenges in Surrey PD assuming full operations. Under this staggered approach, RCMP officers that continue to police neighborhoods after the go-live date would be fully paid for by Surrey. In effect, this would result in these frontline RCMP officers being temporarily seconded to the Surrey PD to ensure a smooth transition that supports public safety. While the transition framework recommends that the Surrey PD assume full frontline operations on April 1, 2021, the potential for a staggered approach can be utilized as a risk mitigation strategy to ensure the successful transition to a municipal policing model.

Investigative File Continuity

It is assumed that there must be a specific transition date after which only the Surrey PD will respond to calls for service in the City of Surrey and take responsibility for determining the type of investigative follow-up required. This plan addresses files that are under active investigation by the Surrey RCMP as the police of jurisdiction prior to a transition date. Surrey PD investigators will begin to take new incoming files immediately on the transition go-live date. In other words, there are no concerns with case files that will come up on or after the transition date.

As part of the transition framework for the Surrey PD, it is recommended that a plan to address the ownership and continuity of active investigative files be considered. The Technical Assistance Team is recommending a progressive "phasing out" of key RCMP investigative resources *after* the go-live transition date, up to one year after the Surrey PD has become operational. This will ensure that files received and investigated by the Surrey RCMP while it was the police of jurisdiction under the umbrella of the Policing Agreement will be fully investigated by the Surrey RCMP instead of being passed along to Surrey PD investigators who are not familiar with the cases. Importantly, maintaining investigative responsibility by Surrey RCMP investigators would also prevent the need to transfer case files (along with the associated data and liability) to a new Surrey PD. For a number of reasons, the Technical Assistance Team recommends that no transfer of files or records occur between Surrey RCMP and Surrey PD.

Considerations that were taken into account to arrive at this conclusion include: file continuity, exhibit continuity, and ultimately public safety. Of course, this plan would ultimately be subject to a collaboratively agreed transitional contract in order to facilitate an orderly transition.

In the interest of public safety and best practices, police investigations, regardless of the originating agency, must be pursued methodically and diligently to their conclusion. Regardless of the complexity of the case files, there are a number of important factors that can contribute to successful investigative outcomes. Consistency and continuity are two key factors because they contribute to preserving the integrity of investigations. Areas where the importance of consistency and continuity is obvious include: witness and victim management; handling and disposition of evidence; investigators' notes; file knowledge (background and ongoing); ongoing legal applications such as search warrants or DNA warrants; disclosure requirements; and, preparation/recommendation of charges.

To maintain public safety and ensure an orderly transition, it is proposed that the Surrey RCMP maintain responsibility for any active files and investigations undertaken where they are the originating agency. Concurrently, Surrey PD members will be able to focus primarily on new investigations, while the knowledge base and experience that existed pre-transition will continue to benefit the public as active investigations will not be hindered, stalled, or forgotten amidst a change in organizations.

This will allow for an orderly and gradual "phasing out" of RCMP investigative resources, whereby neither public safety nor file integrity will be compromised. A more detailed agreement could be reached between the RCMP and Surrey PD to determine parameters for a long-term transition plan, particularly for case files that could become protracted or particularly labour-intensive. This plan will not apply to investigations carried out by integrated units, as these operate as independent entities bound by specific jurisdictional scopes and agreements.

The transitional staffing model proposed by the Technical Assistance Team allows for RCMP investigators to remain embedded within the Surrey PD on a contractual basis until such time as their investigations can be brought to a conclusion, or up to one year after the transition. The associated transition costs have been estimated and factored into the transition costs reported in Chapter 11. Ultimately, a plan for the continuity of active investigations will need to be determined as part of a larger collaborative effort between the Surrey PD and RCMP in advance of a transition date. However, due to the above considerations identified by the Technical Assistance Team, a transition plan incorporating a phasing out of RCMP investigative resources after the go-live date has been considered within this report.

In conclusion, police investigations are undertaken with a great deal of commitment and conscientious effort for the benefit of the public, regardless of jurisdictional authority. Investigative file continuity should therefore be considered within the Surrey PD transitional framework, as there will be active Surrey RCMP files at the transition date that will require continued investigation. Rather than simply "passing over" these case files to new Surrey PD investigators, it is recommended that Surrey RCMP investigators maintain file ownership. Again, this will result in a gradual phasing out of investigative resources that will ensure an orderly transition of responsibility for the benefit of both public safety and professional integrity.

Infrastructure

The Surrey PD should fully leverage to the greatest extent possible the existing City of Surrey assets and infrastructure which are currently used to support the Surrey RCMP. These assets and the associated infrastructure will remain in Surrey even after the Surrey RCMP has transitioned out because they are owned and managed by the City of Surrey. Of course, some new assets will need to be purchased to replace those belonging to the Surrey RCMP.

Facilities

The existing facilities occupied by the Surrey RCMP already belong to the City of Surrey or, in a few cases, are leased by the City of Surrey from private landlords. It would therefore be natural for the Surrey PD to leverage these facilities. The following map shows where the five District sub-stations and the Surrey PD Headquarters will be located.

Figure 14. Map of Surrey PD Districts and District Sub-Stations
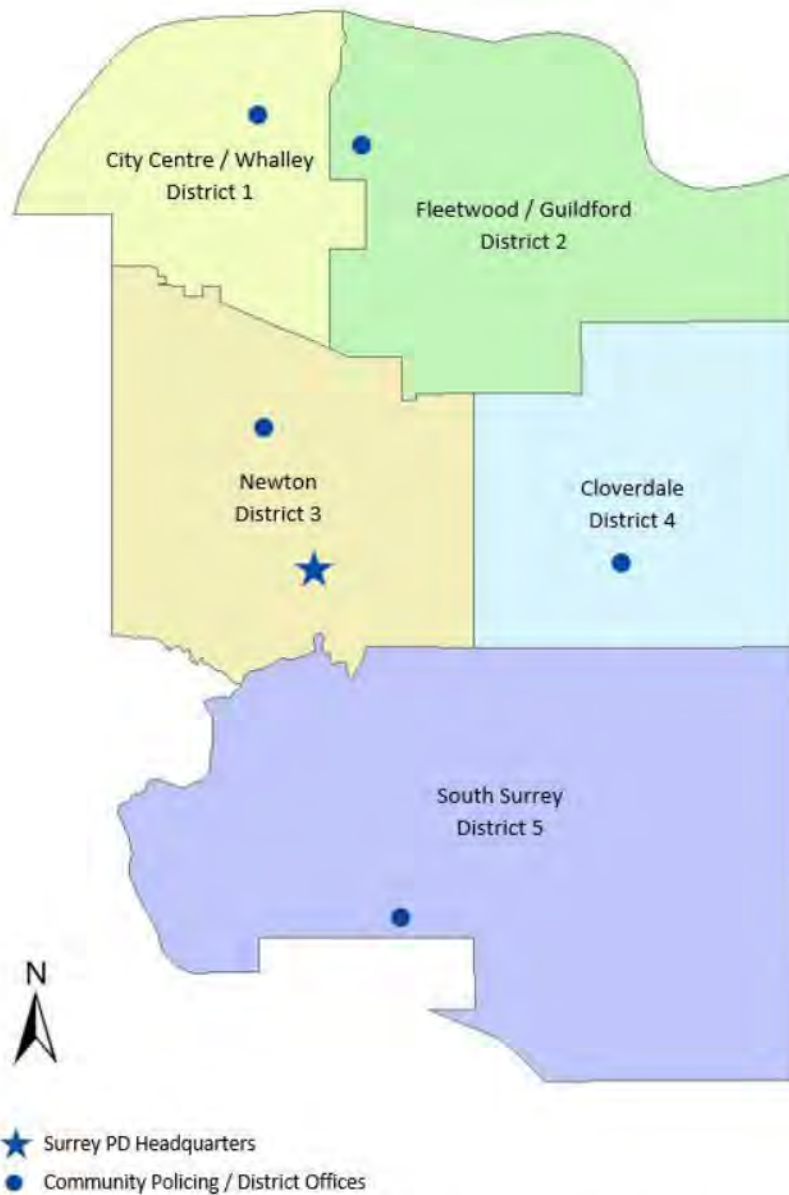
These facilities will remain key points of contact with the community and the Surrey PD should maintain a permanent sworn and civilian presence at each district office. These sworn and civilian personnel could even be supplemented at some point in the future by neighbourhood advisory boards, or some other volunteer civilian body that would act as a liaison mechanism between the Surrey PD leadership and the members of the community.

Transitional Facilities

Ideally, the Transition Team would be located in one centralized building for coordination and communication purposes. Four currently vacant City-owned spaces would be potentially available to house Surrey PD functions during the transition phase leading up to a transition date (i.e. while the Surrey RCMP continues to occupy the Main Detachment). Importantly, these transitional facilities would only be needed temporarily during the transition leading up to the go-live date. Once the Surrey PD becomes operational on the go-live date, Surrey PD resources will move into the permanent headquarters of the Surrey PD or one of the District sub-stations.

The West Main facility at 14245 56 Avenue currently has 7,000 sqft of available space, which could be repurposed to house one or more Surrey Police units. This could include, for example, the Recruiting Unit.

Approximately 11,000 sqft of vacant office space is also available on the top floor of the four-storey Surrey Operations Centre building at 6651 148 Street. The lower floors of this building currently house City Engineering's operations and administration staff. The 95,000-sqft building is located in the east quadrant of the recently constructed Surrey Works Yard and Operations Centre campus, which includes two other buildings: the North Storage Warehouse building, which is intended to provide equipment storage and loading space for the City Engineering, Civic Facilities, and Parks departments; and the West Fleet Maintenance building, which is intended to house vehicle maintenance bays, vehicle maintenance and repair shops, parts, tools repair and storage areas, and a pumps and controls shop.[143]

Adjacent to the Engineering Operations Centre, there is also a City-owned facility at 14577 66 Avenue. The former manufacturing site located in an industrial area is currently leased to a TV production company but it is expected to become vacant at the end of June 2019. The location would provide a total of 70,000 sqft divided between office space (about 20 offices and meeting areas in roughly 10,000 sqft) and warehouse space.

The City of Surrey also owns the two-story building immediately adjacent to City Hall at 13490 104 Avenue. This was previously the Surrey Eye Care Centre but approximately 5,300 sqft of office and clinic space could be repurposed to serve the needs of the Surrey PD.

Since most of these sites would require some facility upgrades and renovations, $1 million was allocated to transitional facilities as part of the transition budget discussed in Chapter 11.

Fleet Projections

Based on the operating model recommended by the Technical Assistance Team, it is estimated that the Surrey PD will require a fleet of approximately 319 vehicles in total. This would include 125 marked or unmarked operational vehicles for the Operations Division, 50 additional marked vehicles for various specialty units, 18 unmarked vehicles reserved for specific specialty units, and 126 administrative and investigative vehicles of various makes and models. The Surrey PD fleet requirements are summarized in the following table.

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[143] Binnie Consulting, Surrey Works Yard and Operations Centre, https://binnie.com/civil-engineering-consultancy/surrey-works-yard.

Table 23. Projected Surrey PD Fleet Requirements

Vehicle Type	Required in Surrey PD Fleet
Marked or unmarked operational vehicles	125
Marked vehicles for various specialty units	50
Unmarked vehicles for various specialty units	18
Administrative and investigative vehicles	126
TOTAL	**319**

These estimates are based on an analysis of typically expected vehicle requirements by each type of organizational area. In 2003, a VPD Fleet Review was initiated to address issues around the timely replacement of police vehicles, the appropriate composition of the police fleet and the funding of the police fleet in Vancouver. The study was produced by IBM Business Consulting Services under the leadership of the City of Vancouver in consultation with VPD Fleet Services. One outcome of this IBM review was the development of a Master Fleet Schedule, a reference table providing the Key Vehicle Ratio (KVR) associated with each organizational area of the police department. The KVR for each area indicates how many officers should share each vehicle on average based on their shifting schedule and the nature of the work they perform. The KVR schedule has been used to determine the required fleet size for the Surrey PD. For the patrol area especially, the KVR takes into account shift overlaps and missed shifts while providing a smaller buffer to account for the fact that a certain percentage of vehicles will probably be unavailable at any given time due to repairs or maintenance.

Of note, the previously mentioned fleet estimates are based on a 60-40 deployment split for patrol, which means 60% of all patrol vehicles on average would have two officers while the remaining 40% would be driven by a single officer working alone. A 100% single-officer deployment model similar to the one typically used within RCMP detachments would require a larger fleet. More specifically, a total of up to 41 more Surrey PD vehicles would likely be required if all Surrey PD patrol officers deployed with their own assigned vehicle.

Fleet and Equipment Transfer

Upon termination of the Policing Agreement, the City of Surrey will have the option under article 13.1 to acquire all the equipment for which the City paid its full share (subject to any additional payment by the City to reflect the current fair market value of each item). It is the City of Surrey's position that the City of Surrey purchased and will opt to maintain ownership of all equipment originally obtained for use by the RCMP during the course of the contract. This will include the fleet of police vehicles currently used by the Surrey RCMP.

[144,145,146] Third party disclosure rules apply to this information. Release of this information to parties other than the City of Surrey or Minister of Public Safety and Solicitor General requires the express agreement of the RCMP. Public release of this information requires the express agreement of the RCMP.

Table 24. Current Composition of the Surrey RCMP Fleet (April 2019)[145]

Surrey OCC

A detailed examination of the Surrey OCC will be needed during the implementation of the Surrey PD. This Surrey OCC transition is directly linked to the detailed IT transition plan, as discussed in Chapter 9.

The transitional staffing plan proposed by the Technical Assistance Team incorporates a temporary OCC Transition Manager to champion this area. The main task of the Surrey OCC Transition Manager will be to prepare the Surrey OCC for the transition to Surrey PD ahead of the go-live date. Its goal will be to minimize potential business disruptions and prevent any downtime for mission-critical public safety systems. Key areas for consideration should include public safety, risk mitigation, business continuity, emergency communications resiliency and reliability, sustainability, and cost effectiveness.

Similar operational communications centre transition projects have occurred in the past. Most recently, this included the successful implementation of a consolidated South Island 9-1-1/Police Dispatch Centre on Vancouver Island.[147] Previously, E-Comm also managed to transition the emergency call-taking and dispatch functions of the Port Moody Police Department[148] and New Westminster Police Department[149] to the consolidated regional emergency communications centre for southwest British Columbia. E-Comm also provides police dispatch and call-taking services to the Abbotsford Police Department, Burnaby RCMP, Delta Police Department, RCMP Lower Mainland District Traffic Services (including Port Mann / Freeway Patrol), Richmond RCMP, Sea to Sky RCMP (including Pemberton, Squamish and Whistler), Stl'atl'imx Tribal Police, UBC RCMP, Vancouver Police Department, and West Vancouver Police Department.[150]

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[147] E-Comm (February 5, 2019). Agency transitions now complete for the South Island 9-1-1/Police Dispatch Centre. https://www.ecomm911.ca/news/agency-transitions-now-complete-for-the-south-island-9-1-1-police-dispatch-centre-media-advisory/
[148] E-Comm (May 10, 2016). Port Moody Police Department successfully transitions dispatch to E-Comm. https://www.ecomm911.ca/news/port-moody-police-department-successfully-transitions-dispatch-to-e-comm/
[149] New Westminster Police Department (February 25, 2013). New Westminster police to move dispatch to E-Comm. http://www.911bc.com/news/new-westminster-police-department-moving-dispatch-e-comm1/
[150] Surrey, Coquitlam/Port Coquitlam, Langley, and North Vancouver have their own police dispatch centres.

Other future challenges may impact the Surrey OCC and should be considered by the Surrey OCC Transition Manager. These include technology planning around the "Next Generation Radio Network" and "Next Generation 9-1-1" (NG911) systems. With NG911 services, 9-1-1 callers could eventually stream video from an incident scene, send photos of accident damage or a fleeing suspect, or send personal medical information directly to emergency responders.

Other Strategic Considerations

Change Management

The transition project undertaken by the City of Surrey clearly involves a radical change from the current state (Surrey RCMP) to a future state (Surrey PD). Effective change management will be vital to ensure a successful transition and secure the commitment of all required stakeholders.[151] Progressive organizations design, implement, manage, and communicate change in a way that generates buy-in and commitment while reducing frictions and stress. Change management is linked closely to project management but there are important differences. While project management is focused largely on delivering the change, change management is focused primarily on helping people adapt to this change. Although there is growing recognition that these items are not sufficient to guarantee project success even amongst project managers[152], project management tends to focus more on tangible issues like scope, required resources, time, and expected financial results.[153]

Effective change management involves goal setting[154], communication[155], stakeholder engagement[156,157,158], and leadership[159,160]. People want to feel they have some meaningful control over their work environment and have a say in the way their local services are provided. Communication ensures that organizational efforts to implement change do not occur in a silo or vacuum. Every communication is an opportunity to outline a vision of the future that people can rally around and buy into.

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[151] Kotter, J. P. (1996). *Leading Change*. Brighton, MA: Harvard Business School Press.
[152] Project Management Institute (2013). *Managing Change in Organizations: A Practice Guide*. Retrieved from https://www.pmi.org/pmbok-guide-standards/practice-guides/change.
[153] Sirkin, H. L., Keenan, P. & Jackson, A. (2005). The Hard Side of Change Management. *Harvard Business Review*, 83(10), 108-118.
[154] Jacobs, G., Keegan, A., Christe-Zeyse, J., Seeberg, I. & Rundle, B. (2006). The Fatal Smirk: Insider Accounts of Organizational Change Processes in a Police Organization. *Journal of Organizational Change Management*, 19(2), 173-191. DOI: 10.1108/09534810610648898
[155] Schafer, J. A. & Varano, S. P. (2017). Change in Police Organizations: Perceptions, Experiences, and Failure to Launch. *Journal of Contemporary Criminal Justice*, 33(4), 392-410. DOI: 10.1177/1043986217724532
[156] Corsentino, D. & Phillip, B. T. (1993). Employee Involvement. *FBI Law Enforcement Bulletin*, 62(11), 10-11.
[157] Toch, H. (2008). Police Officers as Change Agents in Police Reform. *Policing & Society*, 18(1), 60-71. DOI: 10.1080/10439460701718575
[158] Wood, J., Fleming, J. & Marks, M. (2008). Building the Capacity of Police Change Agents: The Nexus Policing Project. *Policing & Society*, 18(1), 72-87. DOI: 10.1080/10439460701718518
[159] Kotter, J. P. (1995). Leading Change: Why Transformation Efforts Fail. *Harvard Business Review*, 73(2). Retrieved from https://hbr.org/2007/01/leading-change-why-transformation-efforts-fail.
[160] Gill, R. (2002). Change Management—Or Change Leadership? *Journal of Change Management*, 3(4), 307-318. DOI: 10.1080/714023845

It is also an opportunity to explain why change is needed[161], prepare people for the change[162], and increase their desire to support and participate in that change[163]. Stakeholders must have information so they can better understand how and why the decisions are being made. They must understand the factors driving the change[164] and accept that the status quo is unacceptable[165]. Transparency and external communication with community members is therefore essential. Such communication should occur before, during, and after the changes have happened. Stakeholders should be involved as early as possible in the change process. Every person that is given an opportunity to provide input or is consulted about the change represents one more opportunity to obtain valuable insights into the change initiative. Even after the transition has been implemented, there is value in evaluating the results and documenting lessons learned.

A track record of successful change management should be a requirement for the first Surrey Police Chief. It should also be considered as a core competency for those who aspire to fill Command-level positions within the Surrey Police. Internal communication with City staff and RCMP members will help generate buy-in, reduce unproductive speculation, and ease fears that people might have about the transition.

Crime Analytics

The establishment and development of a tactical and operational analytic capacity is a critical component of any modern evidence-based police service.[166] The use of leading-edge analytics ensures that policies and operations are intelligence-led. The Surrey PD will have that analytical capacity and will employ a variety of sophisticated analytical tools to prevent and respond to crime.

When the Surrey PD assumes responsibility for public safety in Surrey, it will require the capability to conduct tactical and operational analysis in support of its patrol and investigative units. It will also need internal analytic and strategic research capacity similar to what other major municipal police departments rely on to evaluate what works, what doesn't, and what can be improved.

Advanced analytics enable police departments to target crime more effectively and analyze enforcement strategies or outcomes. Analytics can act as a force multiplier by developing investigative leads and potential targets far more efficiently than through traditional investigative practices or simply gut instinct. For example, by systematically analyzing the *modus operandi* of sexual predators and specific details of each assault, an analyst can develop a prioritized list of known suspects. By studying where incidents have previously occurred, an analyst could also shortlist hot spot areas where a serial offender is most likely to strike next.

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[161] Hart, J. M. (1996). The Management of Change in Police Organizations. In *Policing in Central and Eastern Europe*. Edited by Milan Pagon. College of Police and Security Studies, Ljubljana, Slovenia. Retrieved from https://www.ncjrs.gov/policing/man199.htm.

[162] Kotter, J. P. (1997). On Leading Change: A Conversation with John P. Kotter. *Strategy & Leadership*, 25(1), 18-23. DOI: 10.1108/eb054576

[163] Creasey, T. & Hiatt, J. (2008). Why Change Fails: Five Mistakes Leaders Make. *Leadership Excellence*, 25(7), 18.

[164] See Sirkin, Keenan, & Jackson (2005).

[165] See Kotter (1996).

[166] Santos, R. (2016). *Crime Analysis with Crime Mapping* (4th ed.). Thousand Oaks, CA: Sage Publications.

Past examples of analytical breakthroughs and investigative successes within the Metro Vancouver area have been extensively documented and speak to the value of having a well-developed analytic capacity, including the appropriate analytic tools and technology.[167] On the other hand, a poorly developed or under-resourced analytic capacity typically equates to a police service that is reactive to issues within the community and lacks clear direction on how to identify and then develop strategies to address emerging issues.[168]

Having a sufficient number of police officers is not, in itself, the solution for addressing issues related to crime prevention and the response to crime in the community. This includes the challenges presented by gang violence, where proactive interdiction and disruptive strategies must be guided by evidence-based policing techniques that are both effective and accountable, in terms of achieving the intended outcomes in an optimized way.

Strategic Analysis

It is incumbent upon every police service to ensure that services to the community are being delivered as effectively and efficiently as possible. This includes being cost-effective and ensuring that there is the capacity to assess the cost-benefit of initiatives and to monitor on an ongoing basis the effectiveness and efficiency of the core components of the department, including patrol deployment, investigative activities, and specific program initiatives.

The Surrey PD will need capacity to strategically plan, analyze, and evaluate policies and practices on an ongoing basis. A core pillar of the Surrey PD will be analytics, which will facilitate smarter policing and ensure the effectiveness and efficiency of police service delivery. The Surrey PD will have the capacity it needs in order to pay attention to patrol deployment, with particular emphasis on officer workload (e.g. time spent on reactive and proactive activities), call response (e.g. response time, units available to be dispatched), and proactive policing activities (e.g. traffic enforcement, hot spot monitoring). The deployment of patrol resources, including shift scheduling, will be guided by analytics. This will facilitate smarter policing and will optimize patrol resources.

Employee Health & Wellness

Increasing attention is being given to the mental health of police officers, due at least in part to research studies that have documented their relatively high rates of mental health issues, including high rates of depression, anxiety, cynicism, and post-traumatic stress syndrome.[169] The Surrey PD must ensure that the mental health of its officers is a priority, from the recruit training stage, continuing through to in-service. This will include making the needs of the police family a priority both during training and in-service. The programs that are adopted to ensure the mental health of Surrey PD members should be evidence-based and include the officers, civilian staff, and their families.

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[167] See, for example, the Ibata Hexamer case discussed on pages 15-17 of *Eliminating Crime: The Seven Essential Principles of Police-Based Crime Reduction* by Cohen, Plecas, McCormick & Peters (2014).
[168] Ratcliffe, J. H. (2016). *Intelligence-Led Policing* (2nd ed.). London: Routledge Publishing.
[169] Carleton, N. et al. (2018). Mental Disorder Symptoms among Public Safety Personnel in Canada. *The Canadian Journal of Psychiatry*, 63(1):54-64. DOI: 10.1177/0706743717723825

11. Financial Projections

Given the transition timeline, it is anticipated that the Surrey PD will be fully operational in 2021. The Technical Assistance Team has therefore estimated what the Surrey PD's net annual operating budget will be in 2021, as well as the one-time capital and transition costs that will be required to launch the Surrey PD. The details are presented in what follows.

Financial Assumptions

The costs are built from a zero-based budget. They are based on the Technical Assistance Team's best estimates and financial assumptions, using both costs benchmarked to VPD costs and a review of the City of Surrey's actual costs for prior years. The projected operating budget for Surrey PD includes allocations for items such as salaries, benefits, overtime, fleet, uniforms, equipment, training, IT, facilities maintenance, E-Comm and PRIME-BC levies. It is assumed that Surrey PD wage rates will be aligned with municipal police wage rates, and that the Surrey PD will no longer benefit from the 10% base federal subsidy towards the integrated teams. Finally, it is assumed that the Surrey PD will be part of and contribute to the Lower Mainland Traffic Safety Helicopter Program (Air One), Criminal Intelligence Service BC/Yukon (CISBC/YT), Metro Vancouver Crime Stoppers, and BC Municipal Undercover Program (BCMUP).

Surrey PD Annual Operating Budget

After detailed analysis and an environmental scan of Surrey's current state, the Technical Assistance Team recommends a Surrey PD operating model staffed by a total of 805 sworn officers, 20 CSPs and 325 civilian positions, for a total staffing of 1,150 positions (Chapter 6). It is projected that the Surrey PD will require a fleet of approximately 319 vehicles based on this operating model. The Technical Assistance Team also recommends that the Surrey PD keep utilizing the services of the five existing Lower Mainland integrated teams, which would require an in-kind contribution of 58 sworn officers. It is assumed that, for the purposes of the transition, the Surrey PD will replace certain IT systems and overlay these new Surrey PD systems with the existing critical IT infrastructure at RCMP 'E' Division (Option A in Chapter 9).

The net annual operating budget for this recommended operating model for January to December 2021 is estimated at **$192.5 million**.

Table 25. Annual Operating Budget for the Surrey PD (2021)

	Budget ($ in millions)
Revenues[170] (Traffic Fine Revenue, Grants, User Fees)	($7.9)
Expenditures	$181.7
Net Base Operating Budget	$173.8
Option A: Remain with Integrated Teams	18.7
Total Net City of Surrey Costs	**$192.5**

Comparison of Surrey PD Model with Surrey RCMP Model

As discussed in Chapter 4, the full cost of policing with the Surrey RCMP must also consider the subsidies and tax benefits that Surrey receives from contracted policing under the current RCMP contract. The following table compares the projected costs of the two policing models. The Surrey PD operating budget is compared to the full policing costs of the current Surrey RCMP. This allows for the cost of the Surrey PD model to be assessed against the full comparable cost of the current RCMP model.

Table 26. Surrey RCMP Model vs. Surrey PD Model (2021)

	Budget ($ in millions)	
	Surrey RCMP	Surrey PD
Total Net City of Surrey Costs	$173.6	$192.5
Subsidies and Tax Exemptions	21.6	
Full Cost of Policing	**$195.2**	**$192.5**

Under the current Surrey RCMP model, the full cost of policing in Surrey is expected to reach $195.2 million in 2021 (see also Table 1 in Chapter 4), which is comprised of $173.6 million in direct costs for the City Surrey and $21.6 million of Surrey policing costs subsidized (directly or indirectly) by the federal and provincial governments.

The Surrey PD model is projected to be almost $2.7 million *less* than the full cost of policing under the Surrey RCMP model. The municipal policing model in Surrey can achieve this primarily because the Surrey PD would not have to pay a prorated share of divisional administration costs (annual "Div Admin" fee), centralized RCMP training and recruiting costs (e.g. RCMP Depot), or national RCMP overhead.

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[170] Based on City of Surrey projections.

The Surrey PD operating model does result in higher net costs being incurred by the City of Surrey, however. Excluding federal subsidies and provincial tax exemptions that would no longer apply to the Surrey PD, the net City of Surrey costs would increase by $18.9 million (10.9%).

Among a multitude of other benefits, these increased costs provide for an optimized municipal policing model designed to respond to Surrey's growing needs, including an increase of 5% more total staff, 16% more frontline patrol officers to prevent crime and respond to calls from residents and businesses, and 29% more school liaison and youth officers to combat the upstream drivers of gang violence.

Moving forward, it is important to note that the Surrey RCMP model is expected to incur additional cost increases, assuming that RCMP wages increase as a result of RCMP unionization.

Future Outlook: Considering RCMP Unionization

As discussed in Chapter 4, unionization of the RCMP will likely result in bargaining seeking a pay raise to match or closely align to unionized wage rates. If the RCMP were to achieve wage parity, taking into consideration the existing 10% federal subsidy and inflationary wage growth, policing costs incurred by the City of Surrey would then increase by roughly $21.3 million in 2021. This is illustrated by the following table.

Table 27. Net Cost of Policing for City of Surrey with RCMP Wage Parity (2021)

	Budget ($ in millions)	
	Surrey RCMP	**Surrey PD**
Total Net City of Surrey Costs	$173.6	$192.5
RCMP Wage Parity	21.3	
Net Cost of Policing	**$194.9**	**$192.5**

Importantly, wage parity would eliminate any gap between the cost of the Surrey RCMP and the cost of the Surrey PD. Furthermore, previous RCMP wage adjustments have been retroactively applied and, as such, it is possible that wage parity could result in a significant unexpected one-time cost for municipalities policed by the RCMP.

One-Time Costs

In addition to the net operating budget, one-time investments will also be required. In order to replace key components of the existing Surrey RCMP infrastructure and equipment, a one-time capital investment leading up to the transition date. Finally, one-time transition costs are expected over the 2019-2022 period. More details are provided in what follows.

One-Time Capital Investment Over 2019-2021

The Technical Assistance Team anticipates that the earliest transition date, or go-live to a municipalized police department will occur on April 1, 2021 and that the implementation of the Surrey PD will therefore take place over three separate budget years: 2019, 2020, and 2021.

Some one-time capital investments will be required over this period. This will include $7.6 million to acquire, install and configure new IT equipment, $11.8 million of other equipment and police outfitting costs, and $0.4 million in fleet transition. Police equipment and outfitting costs includes police uniforms, office equipment, and administrative/recruit costs. These cost are non-recurring and can be amortized over three or more fiscal years. The following table summarizes these one-time implementation costs.

Table 28. One-Time Capital Costs for Surrey PD

	Budget ($ in millions)
Information Technology (IT)	$7.6
Equipment/Outfitting	11.8
Fleet Repurposing	0.4

It is the City of Surrey's position that the City of Surrey purchased and will opt to maintain ownership of all equipment originally obtained for use by the RCMP during the course of the contract. This will include the fleet of police vehicles currently used by the Surrey RCMP.

Transition Costs in 2019-2022

In order to achieve a smooth transition, the Technical Assistance Team recommends an incremental staffing model leading up to and following the go-live date. As outlined in Chapter 7, there is a need to hire and train new Surrey PD officers before they are deployed in Surrey. The transition framework described in Chapter 10 also involves the progressive hiring of several sworn Surrey PD officers and civilian support resources in advance of the transition date in order to establish a Transition Team.

It is estimated that the Surrey PD Transition Team, along with the associated facilities, fleet, IT, HR, legal and consulting support needed in advance of the transition date, will cost $3.3 million in 2019, $8.7 million in 2020, $7.1 million in 2021 and $0.3 million in 2022.

While a contingent of Surrey PD officers will be hired during the transition period and in advance of the go-live date, 286 sworn officers and 20 CSPs will be hired progressively over a three-month period *after* the go-live date. This will result in salary savings relative to the baseline operating budget of the Surrey PD, which is based on full authorized staffing. The salary savings are tentatively estimated at approximately $6.8 million in 2021.

The transition also includes the need for up to 100 Surrey RCMP investigators to remain in Surrey after the go-live date in order to complete active files and investigations, as described in Chapter 10. The total cost for this would be approximately $4.6 million. This estimate is based on projected 2021 RCMP salaries, and no RCMP overhead or other fees. It is based on an assumption that no more than 100 Surrey RCMP investigators would need to remain embedded within Surrey PD in the quarter after the transition date (e.g. 2021 Q2) and the residual number of Surrey RCMP investigators would be reduced by 50% every subsequent quarter (e.g. down to 50 in 2021 Q3, 25 in Q4, etc.). Savings could be realized if the RCMP investigators transition out sooner than assumed from Surrey PD.

The following table summarizes when the transition costs would be expected to occur. It is assumed that Surrey will remain with the RCMP in 2019 and 2020, before transitioning to the Surrey PD on April 1, 2021.

Table 29. One-Time Transition Costs for Surrey PD (2019-2022)

	Budget ($ in millions)			
	2019	2020	2021 "Go-Live"	2022
Build Up of Surrey PD Transition Team **Before** Transition Date	$3.3	$8.7	$9.3	
Phase Out of RCMP Investigators **After** Transition Date			4.6	0.3
Delayed Hiring of Surrey PD Officers **After** Transition Date			(6.8)	
Total Net Transition Costs	**$3.3**	**$8.7**	**$7.1**	**$0.3**

Transition Budget Projections

As highlighted in Table 25, the annual 2021 budget for the Surrey PD is estimated at $192.5 million for the 2021 calendar year. However, the Surrey RCMP contract will continue from January to March and the new Surrey PD operating model will come into effect on April 1st. As a result, the 2021 budget will differ slightly to account for the prorated Surrey RCMP contract.

This is outlined in the following table, which also includes the net transition costs previously discussed.

Table 30. Transition Budget Projections (2019-2022)

	Budget ($ in millions)			
	2019	**2020**	**2021 "Go-Live"**	**2022**
Total Net City of Surrey Costs w/RCMP*	$162.9	$168.4		
Total Net City of Surrey Costs w/RCMP* $173.6 million × 3/12 months (Jan-Mar 31, 2021)			43.2	
Total Net City of Surrey Costs w/Surrey PD $192.5 million × 9/12 months (April 1-Dec 31, 2021)			144.4	
Total Net City of Surrey Costs w/Surrey PD				197.5
Total Annual Operating Costs	$162.9	$168.4	$187.6	$197.5
Build Up of Surrey PD Transition Team **Before** Transition Date	3.3	8.7	9.3	
Phase Out of RCMP Investigators **After** Transition Date			4.6	0.3
Delayed Hiring of Surrey PD Officers **After** Transition Date			(6.8)	
Total Net Transition Costs	$3.3	$8.7	$7.1	$0.3
Total Policing Budget	**$166.2**	**$177.1**	**$194.7**	**$197.8**

* See Table 1 for details.

Additional Deployment Options

The current Surrey PD operating model recommends maintaining the services of the five integrated units (Option A). However, as outlined in Chapter 6, additional operating and one-time costs would be incurred should the Surrey PD decide to create standalone specialty teams (Option B) or contract the VPD to obtain shared specialty team services (Option C). Relative to the recommended model based on the five existing integrated teams (Option A), Option B would add $4.5 million in total annual operating costs to the Surrey PD and would require $13.3 million in one-time capital costs. Option C would add $4.0 million in total annual operating costs to the Surrey PD. The following table summarizes the anticipated budget impacts for 2021.

Table 31. Options to Replace Integrated Teams

	2021 Budget ($ in millions)		
	Option A	**Option B**	**Option C**
Revenues	($7.9)	($7.9)	($7.9)
Expenditures	$181.7	$181.7	$181.7
Net Base Operating Budget	$173.8	$173.8	$173.8
Option A (Recommended): Remain with Integrated Teams	18.7		
Option B: Standalone Specialty Teams		23.2	
Option C: Contract to VPD			22.7
Total Annual Operating Costs	**$192.5**	**$197.0**	**$196.5**
Additional One-Time Costs	-	$13.3	-

12. Benefits and Efficiencies

The policing model proposed by the Technical Assistance Team for the Surrey PD provides for a significant number of benefits and efficiencies. These efficiencies are achieved in the form of optimized deployment, utilization of resources, and organizational structure.

More Boots on the Ground

The Surrey PD will deploy 16% more frontline patrol officers. In addition, 84% of Surrey PD officers will be constables. The organizational structure of the Surrey PD was designed to maximize the number of frontline practitioners and maintain an optimal span of control. The proposed rank structure has a total of only five ranks: Chief Constable, Deputy Chief Constable, Inspector, Sergeant, and Constable.

Visibility in the Community

Under the proposed Surrey PD staffing model, more than 64% of all sworn Surrey PD members will deploy in uniform and interact with the public on a regular basis. They will contribute to prevent crime and to make the public feel safer. In addition, Community Safety Personnel will engage with the public, responding to calls for service and participating in community events. This will maximize community engagement and directly improve public safety.

Proactive and Flexible Investigative Capacity

The Surrey PD model contains a robust investigative capacity, and a focus on intelligence-led policing to proactively combat gang crime and violent crime.

Tiered Policing

The proposed staffing model also optimizes the utilization of resources within the Surrey PD. Tiered policing will be leveraged through the use of special municipal constables who are paid less than regular constables and will do work which does not require a fully-trained and fully-equipped police officer. The Surrey PD will utilize Community Safety Personnel to take on lower priority, lower risk, and lower complexity policing tasks in order to better leverage frontline sworn resources. This tiered policing model will allow Surrey PD officers to focus on value-added police work, community engagement, quality of life issues, and customer service.

Community Partnerships

The proposed Surrey PD operating model invests resources to maintain existing police–community partnerships. This includes child abuse investigators working collaboratively with other agencies at Sophie's Place. Additional programs include, but are not limited to: the Surrey Safe School program, the Surrey Wraparound program, the Surrey Mobilization and Resiliency Table (S.M.A.R.T.) initiative, and the Surrey Anti-Gang Family Empowerment (S.A.F.E.) program.

Focus on Youth Engagement to Prevent Gang Violence

The Surrey PD will build strong relationships with Surrey youth and engage in gang prevention activities, youth diversion programs, restorative justice programs, robust youth counselling referrals, and other youth intervention programs. This includes 29% more school liaison and youth officers dedicated to a preventative approach to gangs and organized crime. This increased staffing reflects the fact that one quarter of Surrey's population is under 19 years of age.

Optimized Deployment

The proposed patrol shifting model is data-driven and was designed to balance the span of control on patrol teams while maximizing the correlation between staffing and calls for service. Under the proposed patrol deployment model, 60% of all Surrey PD patrol units will deploy as two-officer units. This better reflects Surrey's call mix and provides efficiencies around call handling and fleet requirements. Two-officer units have been found to be more productive when handling certain types of calls, and they tend to conduct more proactive policing activities such as traffic enforcement. The use of two-officer units 60% of the time means that approximately 41 fewer vehicles are required in the Surrey PD fleet.

Flexible Deployment

The proposed Metro Teams will allow the Surrey PD to provide a nimble response to calls for service. These patrol teams will work as a citywide uniform patrol team available to respond to daily fluctuations in call load between districts. As a result, Surrey PD patrol members will be deployed throughout Surrey wherever their presence can have the greatest impact, including around crime hot spots. Overall, the Metro Teams are a cost-effective way to ensure that a sufficient number of patrol units are available in each patrol district at any given time in order to provide police visibility and reassurance policing.

Capacity for Growth

The Surrey PD's organizational structure was designed to allow for future expansion. As Surrey continues to grow, key teams can be expanded and new teams can be created without additional supervisory or management staff.

Neighbourhood-Focused Policing

The proposed district boundaries for the Surrey PD will align with the existing boundaries of City of Surrey neighbourhoods. Each district will be managed by a District Inspector who will be responsible for the delivery of frontline policing services that meet the needs of their respective communities. In addition, the Surrey PD will continue to utilize the five district sub-stations and main headquarters as regular points of contact with the public.

Local Governance

Municipal police departments are overseen by police boards that provide local governance and oversight, represent the local interests of the community, ensure financial accountability on behalf of local taxpayers, and set local policing priorities. Through a police board, Surrey will have civilian oversight and direct influence on all matters of governance, including budget, policy, and strategy.

Long-Term Commitment

Because municipal police officers are invested in the community in the long term and typically spend their entire career in the community, they also provide long-term stability, continuity, and local knowledge.

Accountability

Municipal police officers are accountable to the public through transparent and independent provincial civilian oversight mechanisms that have been specifically designed for and implemented on behalf of BC residents.

13. Conclusion

Surrey is currently the only Canadian municipality with over 300,000 residents without its own independent municipal police department. It is twice as large as the second-largest RCMP detachment and 28 times larger than the average community policed by the RCMP, making Surrey an outlier among both major Canadian cities and RCMP jurisdictions. The decision to move to a local municipal police department will bring Surrey in line with the policing approach in other major Canadian cities.

A detailed analysis of workload and policing demands in Surrey was conducted utilizing call load data, crime data, published peer-reviewed research on policing, evaluations of best practices, and an environmental scan of Surrey. This comprehensive analysis established that a transition from contracted policing to municipal policing is viable within the proposed timeline. The projected go-live date for the Surrey PD is April 1, 2021.

The proposed Surrey PD operating model consists of 1,150 employees: 805 police officers, 325 civilian positions, and 20 Community Safety Personnel (CSP). The adoption of the proposed municipal policing model represents an operating budget increase of 10.9% for 2021. Among a multitude of other benefits, these increased costs provide for an optimized municipal policing model designed to respond to Surrey's growing needs, including an increase of 5% more total staff, 16% more frontline patrol officers to prevent crime and respond to calls from residents and businesses, and 29% more school liaison and youth officers to combat the upstream drivers of gang violence.

Forming the Surrey PD will allow the City of Surrey to better adapt to the explosive growth it has experienced over the past decade and is expected to experience in the future. The Surrey PD will be an integral part of the long-term growth of the city. It will be community-embedded, engaged and focused. It will provide a welcoming and reassuring presence in all neighbourhoods and will remain responsive to the community's needs. It will be nimble and agile to respond effectively to the ever-changing community dynamics.

Surrey residents will distinctly benefit from having their own independent municipal police department. A municipal policing model will provide the residents of Surrey with a police organization that will be highly responsive to Surrey's specific policing needs and will reflect the city's diversity. Locally recruited officers will better represent the community, will be able to foster long-term relationships, and can apply local knowledge to achieve lasting solutions that maximize community safety. The Surrey PD will have strong police board and civilian oversight to ensure community needs are addressed. The formation of a Surrey PD is an integral part of supporting the long-term growth of Surrey – a diverse and vibrant community where residents can live, work, and play without fear of crime.

Appendix II: Addenda to Original Surrey Policing Transition Plan

Supplemental Information on the Surrey Police IT Infrastructure Plan

1. EXECUTIVE SUMMARY

The purpose of this follow-up document is to provide further details regarding the preliminary Information Technology ("IT") transition strategy presented in the Surrey Policing Transition Plan ("Transition Report") dated May 2019. This document was prepared in response to a follow-up query from the Minister of Public Safety & Solicitor General received by the City of Surrey.

The Transition Report lays out two options for the provision of IT services. This document provides further information on Option A, which is the option recommended in the report. Option A envisions that the Surrey PD will rely on new standalone administrative systems, including public-facing citizen-centric systems, and the Surrey PD will contract back   certain IT infrastructure and mission-critical operational systems currently managed centrally by Public Safety Canada and/or the RCMP and related agencies such as Shared Services Canada. This strategy achieves an orderly transition, mitigates potential risks, and makes the most efficient use of public funds.

The City of Surrey's approach is to leverage the existing IT systems, capacity, and assets. Additionally, where feasible, existing near end-of-life systems will be replaced with systems that support the delivery of modern and effective policing services aligned with the latest law enforcement standards, in terms of functionality, reliability, and security.
The assessment and potential replacement of end-of-life systems will also have the additional benefit of providing the opportunity to ensure agility of the IT infrastructure and to future proof systems where technically and financially feasible.

Upon approval of the Transition Plan from the Province, the next step in the implementation phase will be the formation of a joint IT transition team comprised of staff from the Surrey PD, the City of Surrey, and the RCMP. This joint IT transition team will complete a detailed inventory and identification of Surrey RCMP systems, applications, and IT infrastructure components. This information will enable the IT transition strategy to be finalized. This implementation step cannot occur until Provincial approval is obtained as it requires a full understanding of the Surrey RCMP's IT infrastructure and the involvement of RCMP personnel.

Producing this follow-up document provided an opportunity to review, validate and corroborate the high-level IT transition strategy summarized in the Transition Report. While the proposed IT transition strategy remains preliminary pending further analysis of existing systems, it is an actionable plan that provides a viable framework for an orderly transition of IT systems.

2. OVERVIEW

2.1 Purpose

The Surrey Policing Transition Plan ("Transition Report") was submitted to the Province on May 22, 2019 and was made public on June 3, 2019. Section 9 of the Transition Report outlines the basic technology framework for municipal police departments and describes an IT transition strategy for the Surrey Police Department ("Surrey PD"). This IT transition strategy was developed using the extensive expertise that resides within the City of Surrey, the Vancouver Police Department (VPD), as well as in consultation with PricewaterhouseCoopers LLP (PwC LLP), a leading consulting and professional services firm.

The purpose of this follow-up document is to provide further details around the various considerations needed for a successful IT transition, specifically on moving forward with Option A. It was prepared in response to queries from the Minister of Public Safety & Solicitor General. The report was compiled by City of Surrey staff, in consultation with the VPD Technical Assistance Team and PwC LLP.

A process of collaborative review and analysis was used to clarify certain areas of the preliminary IT transition strategy. This is a required step leading towards the more detailed IT implementation plan that will be developed by the joint IT transition team subsequent to Provincial approval. Additional information and insights are provided for further clarity and do not alter the Transition Report's intent.

2.2 Scope

The primary objective for the Surrey PD throughout the transition from the Surrey RCMP will be to maintain the effective delivery of policing services. From an information technology perspective, stability and reliability are core considerations. Therefore, all the required standards in terms of network architecture and security, as well as identity and access management, must be maintained to ensure an orderly transition and maintain public and officer safety.

In relation to the Surrey RCMP's IT infrastructure, the mandate of the Technical Assistance Team was to conduct a preliminary assessment based on the current understanding via the City of Surrey in order to formulate an initial IT transition strategy. The Technical Assistance Team worked collaboratively with the City of Surrey in developing the IT transition strategy.

The IT transition strategy is intended to be a preliminary plan and it will be finalized once Provincial approval is obtained and a joint IT transition team is assembled during the implementation phase. At the start of the implementation phase, a detailed inventory and identification of Surrey RCMP systems, applications and IT infrastructure components will be required. This inventory will highlight in greater detail where the system interdependencies are and what IT options best support a transition to municipal policing.

In order to support these efforts, a joint IT transition team will need to be assembled with staff from the Surrey PD, City of Surrey, and the RCMP. External partners and subject matter experts will also be included. This joint transition team will be assigned to design, plan, build, implement, test, and transition the IT infrastructure, to enable successful business- as-usual management while minimizing risk and disruption to on-going public safety operations and ensuring officer safety throughout.

2.3 Assumptions

Upon termination of the Policing Agreement, the City of Surrey will have the option under article 13.1 to acquire all the equipment for which the City paid a full share of costs, subject to any additional payment by the City to reflect the current fair market value of each item

2.4 IT Project Management

The Policing Transition Team, supported by an Internal Management Committee, has engaged a Senior Project Manager to develop and own the integrated transition plan. The Senior Project Manager will be responsible to plan, manage, monitor and report on transition progress and outcomes. This senior level oversight will ensure a successful transition of this important component of the plan.

2.5 Network Architecture, Security, Identity and Access Management Standards

As described in the Transition Report, the network architecture and security are the foundation upon which technology services reside. These technology services are governed by various standards, policies, and best practices.

Policing and public safety are highly dependent on the accuracy, speed, and reliability of certain mission-critical communication and information sharing systems. These systems must run 24 hours a day, 7 days a week to support frontline police operations. Therefore, they are the central focus of the Surrey PD's IT transition strategy.

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Continuity and integrity of the services offered and the information residing within the secure digital boundary of the police department must be maintained at all times throughout the entire information lifecycle. Within that lifecycle, the network architecture and security must qualify as a restricted, secured, and independent technology infrastructure with no unauthorized or uncontrolled access and no connections with non- secure networks.[1] This security posture facilitates the protection of the individual agency as well as the broader law enforcement community as a whole. If the network of one police member agency is compromised, the entire national police services network and the data it holds can also become compromised.

Managing IT security risks is a multifaceted undertaking that requires the involvement of an entire department, from the senior officials establishing organizational objectives to individuals developing and operating information systems supporting those organizational objectives.

These activities are clearly defined to ensure key steps are performed on an ongoing basis during the lifetime of the information systems, and to ensure risk management is applied from an enterprise perspective.

The ITSG-33 guidance describes the roles, responsibilities and continuous improvement activities that can help organizations manage IT security risks.[2] It also contains a catalogue of IT security controls and security profiles that together represent a holistic collection of standardized security requirements that will be incorporated and leveraged when building and operating a sensitive IT environment like the one at the Surrey PD.

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[1] The optimal means of establishing and securing the IT and information management infrastructure of Surrey PD will be finalized as part of detailed IT transition planning.
[2] Canadian Centre for Cyber Security, IT Security Risk Management: A Lifecycle Approach (ITSG-33).
https://cyber.gc.ca/en/guidance/it-security-risk-management-lifecycle-approach-itsg-33

3. IT SERVICE DELIVERY OPTIONS

The Transition Report outlines two options for transitioning IT systems to support the adoption of a municipal policing model. Both options are feasible and actionable. However, Option A is the preferred approach as it best mitigates risk, supports an orderly transition, and makes the most efficient use of public funds.

The IT transition strategy was compiled by referencing current best practice information, the City of Surrey's internal expertise, and the VPD project team's extensive experience dealing with police technology platforms, as well as PwC's national and international experience with IT systems transformation. The IT transition strategy leverages the City of Surrey's existing modern systems, capacity, and assets where practical and cost-effective. Additionally, where feasible, existing near end-of-life systems will be replaced with systems that support the delivery of modern policing services aligned with the latest law enforcement standards, in terms of functionality, reliability, and security. One example is that the City is currently procuring a workforce scheduling and management system that is well suited to meet the needs of the Surrey PD. The RCMP Support Services Division was a stakeholder during the requirements stage, which demonstrates the collaborative approach taken by the City of Surrey to ensure IT systems meet the rigorous demands of the public safety sector.

3.1 Option A – Preferred Approach

In supporting the transition to a municipal policing model, the most important considerations are the potential impact to public safety, the safety and support of the first responders during the transition period, and the sustainment efforts that must occur after the transition. To ensure public and officer safety, as well as an orderly transition, it is critical to maintain selected systems throughout the transition. This approach ensures the availability, integrity, and confidentiality of all information assets of both the Surrey RCMP and the Surrey PD.

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and officer safety. Administrative systems, as well as public-facing citizen-centric systems, will be fully replaced to make way for new IT systems adapted to the needs of the Surrey PD.

Administrative Systems

The following are examples of systems that are intended to be hosted by the City of Surrey and are considered 'Administrative':

- Financial Management
- Human Resource Management
- Office Productivity Tools
- Public Website
- Technology Inventory and Life-cycle Management System

The table below shows broad examples of those applications which are administrative and will be hosted as standalone applications, either within the Surrey PD, by the City of Surrey, or by a third party. As mentioned above, the first step in the transition will be to form a joint IT transition team to develop a detailed roadmap for implementation.

Table 1. Administrative Services

Service Category	Service Name	Description
Citizen Centric	Internet Website	Public facing website.
	Online Citizen Reports	Web application allowing Surrey citizens to report minor crimes online.
	Public GeoDASH	Public interface for GeoDASH (Geographic Data Analysis and Statistics Hub). Crime mapping tool that could be used by the Surrey PD to inform residents where certain crimes have been reported in Surrey.
	Victim Services Client Management	Client management and reporting system for Victim Services.
	Alarm Permits Database	Tracking and maintaining alarm permits and false alarm calls.

Service Category	Service Name	Description
IT Infrastructure & Computing	Two-Factor Authentication	Two-factor authentication (2FA). Security process where the user has to provide two different authentication factors to verify themselves (e.g. password and token).
	Service Desk	Software solution and processes for reporting, tracking, and assigning requests for IT services and support.
	IT Asset Management	Procurement and management of hardware, software, and vendor contracts. Including reporting functionality for auditing and financial reporting.
	Hardware Life-Cycle Management	Stewardship for hardware replacement program (monitors, desktops, laptops, tablets, phones, etc.)
Public Safety Systems	FOI Case Management Software	Application to manage the lifecycle of a FOI request from initial request to final delivery of documents.
	Inventory Management	Automated inventory tracking system for tracking assets (e.g. mobile workstations, police vehicles, stores inventory, personal issue equipment).
Workforce Management	Training Management	Automated course catalogue and database tracking mandatory courses and optional training records.
	Policy Notifications	Document Management System for distribution of important regulations, training material, and other media that require the tracking of digital signatures.

Service Category	Service Name	Description
	Recruit Tracking	Tracking and notification software to process applications for sworn member, jail guard, and Community Safety program positions.
	Employee Scheduling	Shift planning/calendar application. Workforce Scheduling and Management System. Can take the form of an online web calendar to track operational shifts and ensure that they are staffed appropriately.
	Intranet Website	Internal website to communicate notifications, policies, administrative processes, events, training opportunities, etc.
	Employee Wellness	Disability management system and Occupational Health and Safety software.

For certain IT components such as email, document storage, office productivity software, and other end-user applications, the Surrey PD can consider cloud-based and web-based solutions. Under a cloud computing model, the Surrey PD will be renting computing power, data storage, and applications on a pay-as-you-go basis.[3] Commercial cloud computing infrastructure has many advantages and is generally more secure than the typical standalone locally-managed server, provided certain conditions are met.[4] Examples of standards applicable to cloud services include those referred to in the Government of Canada White Paper *Data Sovereignty and Public Cloud*[5], the *Cloud Computing Guidelines for Public Bodies* released by the Office of the Information and Privacy Commissioner for BC[6], and the International Organization for Standardization's ISO 27001.

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[3] Amazon Web Services (AWS), 3 Considerations for Police Departments Exploring the Cloud. https://aws.amazon.com/blogs/publicsector/3-considerations-for-police-departments-exploring-the-cloud/.
[4] Aberdeen Group, Web Security in the Cloud: More Secure! Compliant! Less Expensive! http://www.mcrinc.com/Documents/Newsletters/201108_web-cloud-security-compliance.pdf
[5] Treasury Board of Canada, Government of Canada White Paper: Data Sovereignty and Public Cloud. Published 2018-06-25. http://publications.gc.ca/collections/collection_2018/sct-tbs/BT22-213-2018-eng.pdf
[6] Office of the Information and Privacy Commissioner for BC, Cloud Computing Guidelines for Public Bodies. Updated June 2012. https://www.oipc.bc.ca/guidance-documents/1427

Police Operational Systems

Although initial investigations have enabled the Technical Assistance Team to identify potential services that could be contracted back from Public Safety Canada and/or the RCMP and related agencies such as Shared Services Canada for a period after the initial Surrey PD go-live date, further work needs to be done to prepare a more detailed IT implementation plan (a detailed blueprint). After the joint transition team completes the above noted detailed inventory, services will then be revisited to determine if it is reasonable and cost-effective for the Surrey PD to take over certain aspects of the IT infrastructure as each IT solution reaches end-of-life and needs to be replaced.

Cloud-based solutions are also an option to fulfill certain operational IT needs of the Surrey PD, or supplement and enhance certain IT applications. Law enforcement cloud applications have become common. Examples include secure cloud storage, cloud computing-based geographic information systems from Esri[7], digital evidence solutions from Axon[8], and subscription-based ShotSpotter capabilities[9]. These are examples of options that will be reviewed by the joint IT transition team as it completes its detailed inventory and finalizes the detailed IT implementation plan, once Provincial approval has been granted to pursue the implementation of the Surrey PD.

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[9] Amazon Web Services (AWS), The Future of Policing: Detect, Locate, and Alert on Gunfire in Under a Minute. https://aws.amazon.com/blogs/publicsector/the-future-of-policing-detect-locate-and-alert-on-gunfire-in-under-a-minute/

Of note, the "managed service model" is not a new concept for law enforcement agencies in the Metro Vancouver area. Many regional solutions critical to police operations already utilize a "managed service model". These services are hosted and managed centrally but are available to all police agencies. Examples include:

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[10] E-Comm, Wide-Area Radio Network Frequently Asked Questions. EC004, April 2019.
https://www.ecomm911.ca/wp-content/uploads/2019/04/E-Comm-Wide-Area-Radio-System_April-2019.pdf

All these critical operational systems will remain available and will transition seamlessly to the new Surrey PD jurisdiction. Other related systems provided to all Canadian police agencies by RCMP National Police Services will also transition seamlessly as they are currently delivered as a service to all Canadian law enforcement agencies.

Citizen-Centric Systems

As part of the police transition engagement plan, the City of Surrey has established the initial Surrey PD brand and launched a Surrey PD web presence for citizens to learn about and receive updates about the policing transition process.

The City of Surrey has a comprehensive suite of tools to provide for the digital engagement and communication needs of the policing transition effort including: three social media platforms (Twitter, Facebook and Instagram), email newsletters, and a digital survey platform.

The City is transitioning to a modern open-source website content management system (Drupal) which will be in place by 2020 Q1 and available to support to launch of the new Surrey PD public-facing web presence.

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[11] E-Comm, Primary Public Safety Answer Point (PSAP). https://www.ecomm911.ca/wp-content/uploads/2018/03/9-1-1FlowChart-November2017.pdf

Analytical Capacity

The City of Surrey currently provides to the Surrey RCMP a pool of experienced and trained crime analysts. All these civilian positions will transition over to the Surrey PD.

Once established and operational, the Surrey PD could launch a project to perform detailed analysis and assess the development and implementation of a crime data dashboard :

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PRIME

OCC Transition Plan

Surrey currently operates its own Operational Communications Centre (OCC). This is where police 9-1-1 calls for service received by E-Comm are transferred to and where Surrey RCMP patrol units are dispatched from.

The OCC is a key consideration for the orderly transition to a separate Surrey PD and must be an important consideration as part of the detailed IT implementation plan to ensure public and officer safety.

The OCC is a critical service for ensuring the safety of both officers and the citizens of Surrey. As the OCC is responsible for being the first point of contact for the public requesting police assistance and for managing the safety of officers in the field, it is essential that there is no disruption of services during the transition to the Surrey PD.

As outlined in the Transition Report, similar OCC transition projects have occurred successfully in the past. Most recently, this included the successful implementation of a consolidated South Island 9-1-1/Police Dispatch Centre on Vancouver Island.[12] Previously,

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[12] E-Comm (February 5, 2019). Agency transitions now complete for the South Island 9-1-1/Police Dispatch Centre. https://www.ecomm911.ca/news/agency-transitions-now-complete-for-the-south-island-9-1-1-police-dispatch-centre-media-advisory/

E-Comm also managed the transition of the emergency call-taking and dispatch functions of the Port Moody Police Department[13] and the New Westminster Police Department[14] to the consolidated regional emergency communications centre for southwest British Columbia.

Other future technological challenges will impact the Surrey OCC These include technology planning around the "Next Generation Radio Network" and "Next Generation 9-1-1" (NG911) systems. With NG911 services, 9-1-1 callers will eventually stream video from an incident scene, send photos of accident damage or a fleeing suspect, or send personal medical information directly to emergency responders.

E-Comm currently provides radio communication to all Metro Vancouver jurisdictions and dispatch services to a majority of police agencies throughout the region. E-Comm provides police dispatch and call-taking services to the Abbotsford Police Department, Burnaby RCMP, Delta Police Department, RCMP Lower Mainland District Traffic Services, Richmond RCMP, Sea to Sky RCMP, UBC RCMP, Vancouver Police Department, and West Vancouver Police Department.[15]

City of Surrey IT Department Experience and Best Practices

The City of Surrey's IT Department has extensive experience in the application of mature IT best practices including change management, project management, and business analysis, as evident in the successful transition of City Hall to a new facility with no disruption of services.

The City of Surrey's IT Department currently provides the infrastructure and support in the delivery of shared services to the Surrey Fire Service (SFS), libraries, and the City of White Rock. For the Surrey Fire Service, the City's IT provides critical services and support to Fire Services in their delivery of shared services to over 40 regional agencies. This places the City of Surrey in an excellent position to be able to support the transition of IT services for the Surrey PD.

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[13] E-Comm (May 10, 2016). Port Moody Police Department successfully transitions dispatch to E-Comm. https://www.ecomm911.ca/news/port-moody-police-department-successfully-transitions-dispatch-to-e-comm/
[14] New Westminster Police Department (February 25, 2013). New Westminster police to move dispatch to E-Comm. http://www.911bc.com/news/new-westminster-police-department-moving-dispatch-e-comm1/
[15] Surrey, Coquitlam/Port Coquitlam, Langley, and North Vancouver have their own police dispatch centres.

4. Moving Forward

This follow-up document provided an opportunity to review, validate and corroborate the IT transition strategy contained in the Transition Report. The proposed IT transition strategy is an actionable plan that provides a viable framework for an orderly transition.

Once Provincial approval is obtained, the next step will be the implementation phase, which will include the formation of a joint IT transition team with staff from the Surrey PD, the City of Surrey, and the RCMP. The first task for this joint IT transition team will be to complete a detailed inventory and identification of Surrey RCMP systems and IT infrastructure components. This is required in order to finalize the IT transition plan and create the blueprint of the new Surrey PD IT infrastructure. This implementation step cannot occur until Provincial approval is obtained as it requires a full understanding of the Surrey RCMP's IT infrastructure and the involvement of RCMP personnel.

As stated in the Transition Report, a comprehensive change impact analysis will occur for the IT systems and infrastructure elements that are expected to remain intact throughout the transition. This more detailed analysis can reveal elements and configurations of each system that may need to be changed or reconfigured based on dependencies with the new systems being installed. As part of the transitional phase, the Surrey PD will rely on subject matter experts who have experience dealing with IT contracts and software licenses in order to negotiate and migrate the Surrey RCMP's existing IT contracts, maintenance agreements, software licenses, and hardware warranties over to the Surrey PD. Finally, a network security assessment and a formal threat & risk analysis of the network infrastructure will be conducted throughout the migration efforts to ensure compliance with applicable policing IT standards. A similar assessment will take place initially to evaluate the detailed transition plan itself. A risk mitigation strategy will then be developed in order to guarantee the continuity and integrity of the IT network and systems supporting the Surrey PD.

After further analysis and discussion with various subject matter experts, the City of Surrey is confident that the proposed IT strategy provides a solid plan to move forward with the transition of IT systems for the new Surrey PD. We look forward to Provincial approval so that we can begin working on the detailed IT implementation plan.

Appendix III: Surrey Police Department Organizational Structure

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Appendix IV: PMPTSC Member Biographies

Appendix IV: PMPTSC Member Biographies

Honourable Wally Oppal, Chair

Wally Oppal is a lifetime resident of British Columbia and has dedicated his entire working life to the pursuit of social justice and community safety. After graduating from the University of British Columbia Law School, he was a trial lawyer for fourteen years. During that time, he was appointed as a Special Prosecutor by the Attorney General on many high-profile criminal cases including over fifty homicide cases. Wally was also a Special Prosecutor on commercial crime and drug cases.

Wally served as a judge in the County Court of British Columbia from 1981 to 1985, and in the BC Supreme Court from 1985 to 2003, when he was appointed to the BC Court of Appeal. While he sat on the Supreme Court bench, Wally was appointed to conduct a commission of inquiry into policing in British Columbia.

During his time as a Supreme Court Justice, Wally also appeared on many public forums, talk shows and seminars involving the Civil and Criminal Justice systems in British Columbia and in Canada.

In 2005, Wally resigned from the Court of Appeal and was appointed Attorney General of British Columbia and Minister for Multiculturalism. During his years as Attorney General, there were many significant reforms in the Civil and Criminal Justice systems including the establishment of a Community Court which was to deal with the issue of chronic offenders in the downtown eastside of Vancouver.

In September 2010, the Lieutenant Governor in Council issued an Order in Council establishing the Missing Women Commission of Inquiry, and Wally was named as Commissioner of the Inquiry. Wally is an adjudicator and commissioner in disciplinary matters under the *Police Act* of British Columbia. In 2018, Wally was appointed by the Government of Canada as a panelist on NAFTA.

Gayle Armstrong

Gayle Armstrong has worked in policing and law enforcement for 25 years. Gayle's experience includes operational support and management roles and spans Integrated Units, Federal, Provincial and Municipal environments in both BC and Alberta. Gayle joined the Ministry of Public Safety and Solicitor General, Policing and Security Branch, in 2017 where she was responsible for oversight of the RCMP Policing Agreements in BC, before joining the Policing Model Transition Secretariat.

Tonia Enger

Tonia Enger served over 29 years in the RCMP, retiring in 2015 at the rank of Chief Superintendent. Tonia has served as a detachment commander (chief of police) in locations such as Prince Rupert, North Vancouver and the Regional Municipality of Wood Buffalo (AB) and has also served in several rural and remote postings across Canada. Her service also includes serving overseas during a UN mission and representing Canada as a peacekeeper. Having served in several positions related to RCMP contract policing, she is extremely proficient in the application and interpretation of RCMP policing contracts and advancing intergovernmental relations, while remaining grounded in her first interest, developing integrated community safety initiatives. Tonia has an educational background in project management and national security. After retiring from the RCMP, Tonia joined the Ministry of Public Safety and Solicitor General, Policing and Security Branch as the Associate Director of Police Services, working in the areas of RCMP contract management, police policies and governance and has led and participated in several community safety initiatives. Tonia retired from the provincial government in May 2019 and is a consultant on police governance, RCMP contract management and integrated community safety initiatives.

Paul Gill

Paul Gill retired from the City of Maple Ridge earlier this year after 31 years of service. At the City of Maple Ridge, Paul was the Chief Administrative Officer for the last two years and was the Chief Financial Officer for nearly 20 years. As well, Paul was the Principal Contact to the RCMP. For several years, Paul was the BC municipal representative at the national RCMP contract table. Paul is a Simon Fraser University graduate with a Business Administration degree and was also a Certified General Accountant until his recent retirement.

Curt Griffiths

Curt Taylor Griffiths is a Professor and Coordinator of the Police Studies Program in the School of Criminology at Simon Fraser University. Among his primary research interests are police effectiveness and efficiency, the police and communities of diversity, police performance measures, first responder mental health, and the effectiveness of police strategies and intervention. Curt was a co-author of the Surrey Policing Transition Plan. Other recently completed co-investigative projects include the JIBC Police Academy Curriculum Review (2019), a study of police street checks in Edmonton (2018), an operational review of the Vancouver Police Department (2017), and several reports for Public Safety Canada, including Contemporary Policing Responsibilities (2017); The Use of Private Security Services for Policing (2016); and, Improving Police Efficiency – Challenges and Opportunities (2015). Current projects on which he is collaborating with colleagues include a review of street checks in Vancouver, a review of the IIO investigator training program, and a resource review of the Kelowna, BC RCMP detachment. Curt is the author of the university-level texts Canadian Criminal Justice (6th ed., 2019) and Canadian Police Work (5th ed. Forthcoming).

Doug LePard

Doug LePard, O.O.M, is an independent consultant providing services in the criminal justice sector. Doug is also a member of the Mental Health Review Board and faculty at the University of the Fraser Valley. After 37 years, Doug retired from policing, having served up to the rank of Deputy Chief in the Vancouver Police Department, and then as Chief of the Metro Vancouver Transit Police. Doug holds a B.A. in Criminology and an M.A. in Criminal Justice. Doug has authored and co-authored articles, textbook chapters and major reports on a variety of policing issues, including wrongful convictions and serial murder investigations. Doug's awards include the Queen Elizabeth II Diamond Jubilee Medal, the Governor General's Academic Medal, the Lieutenant Governor's Merit Award, and the Gold Medal of the International Society for the Reform of Criminal Law. Doug is an Officer of the Order of Merit of the Police Forces.

Fraser MacRae

Fraser MacRae spent 35 years with the RCMP, retiring in 2012 with the rank of Assistant Commissioner. MacRae served at several detachments in a variety of roles, including as Officer in Charge of Ridge Meadows Detachment and eight years as the Officer in Charge, Surrey Detachment. While at Surrey Detachment, Fraser was a Board member on the Surrey Memorial Hospital Foundation, a member of the Kwantlen University Criminology Advisory Committee and was invested into the Order of Merit of the Police Forces by the Governor General (M.O.M.).

Since retiring from the RCMP, Fraser MacRae served one year as a member of the Board of Directors for E-Comm, representing the RCMP, followed by six years in a contract position with E-Comm as Director, Police Services.

Bob Rolls

Robert (Bob) Rolls was a member of the Vancouver Police Department from 1977 to 2010. Bob held various positions including Deputy Chief Constable, District Two Commander, District One Inspector, Director of Human Resources and Sergeant in charge of the Recruiting Unit. Active in his community, Bob is the past Chair of EasyPark Corporation, and a former member of the Judicial Council of BC Bob also was on the Board of Directors of E-Comm 911.

 He is currently on the Board of Directors of the 58 West Hastings Project. Bob is the principal of Bob Rolls and Associates and has participated in a number of policing reviews in areas that include police training and recruiting. His past civic activities include being the President of Odd Squad Productions and participation on advisory boards at Langara College and Kwantlen University. Bob holds a Bachelor of Arts from the University of British Columbia. During his career, Bob has received numerous medals and awards, including being named a Member of the Order of Merit of the Police forces by the Governor General of Canada for exceptional performance over an extended period of time.

Nahanni Pollard

Nahanni Pollard is currently a Faculty member in the Department of Criminology at Douglas College, where she specializes in teaching policing, crime analysis and crime prevention undergraduate courses. She received her PhD in Criminology from Simon Fraser University, where she was involved in research with the Institute for Canadian Urban Research Studies (ICURS) and the IRMACS Complex Modelling Group. Dr. Pollard has worked extensively with law enforcement agencies including several detachments and integrated units of the Royal Canadian Mounted Police; as well as numerous reviews and white papers of and for police services in Vancouver, Delta, Saanich, Richmond, Winnipeg, Toronto, including several projects with the Transit Police. Prior to becoming a faculty member at Douglas College, Dr. Pollard worked with the Vancouver Police Department for several years as their Planning & Policy Advisor. She has published extensively, including an undergraduate textbook on Policing, and presented over 20 papers at international conferences in the US, Canada, and abroad.

Appendix V: Building the Surrey Police Department: Applying a Best Practices in Policing Approach

Building the Surrey Police Department:

Applying a Best Practices in Policing Approach

This document is based on considerable empirical and grey literature research and a full reference list is available on request.

1. INTRODUCTION

1.1   Introduction

Under the British Columbia Police Act, the council of a municipality with a population over 5,000 is responsible for the expenses necessary to generally maintain law and order in the municipality. They may choose to police their community by means of a municipal police department governed by a municipal police board or to contract with the province to provide the services of the RCMP. In November 2018, Surrey City Council unanimously passed a motion directing staff "to take all appropriate steps to create a Surrey Police Department in accordance with the BC Police Act". The City then informed the province that as per the Municipal Police Unit Agreement they would terminate the contract for RCMP services on March 31, 2021.

Since then the City of Surrey has been working with a number of stakeholders to put the necessary plans in place to ensure an orderly transition of police services. Through this proves the City has been guided by a best practices approach. The purpose of this document is to outline the necessary best practices in policing that are core to the development and operation of the Surrey Police Department.

2.   THE HISTORY OF POLICING

2.1 How we got to today and why it matters

To best understand the current system of policing and governance a quick outline of its roots is instructive. The current system of policing in Canada can trace its roots back to England. During the period of industrialization, as English towns grew and highways were constructed, the nature of community changed significantly as they became more diversified, more complex, and more ridden with strife. By the mid-1700's, cities like London had swelled to over 640,000 people and by 1800, over 1,000,000.

In 1751, Henry and John Fielding, local London Magistrates, thought that London would benefit from trained officers paid to patrol the streets. The "Bow Street Runners" have been called London's first police force. They patrolled in uniform, on foot, and armed only with truncheons. Officers were trained in rudimentary aspects of law and were held accountable for their actions by the magistrates.

In 1822 the famed reformer Robert Peel, the Home Secretary, was credited with Britain's most significant move towards a new policing model. In fact, Peel is known by every serving police officer in Canada and is seen as the founder of policing in all Commonwealth countries.

A series of horrendous murders in London's Wapping District in 1811 increased England's realization of its social decay, and Robert Peel's ideas for reforms were heard. Peel had two policing models to choose from: Fielding's Bow Street Runner model and the Royal Irish Constabulary, a cavalry-like unit of armed, uniformed men on horseback. Peel,

fearing a strong back-lash from the public about having what looked like a military force patrolling the streets of London, adopted Fielding's model.

In 1829, the London Metropolitan Police (the "Met") was formed. Peel was responsible for establishing a set of principles under which the police should operate, three of which are relevant to this report.

> 2. To recognize always that the power of the police to fulfil their functions and duties is dependent on public approval of their existence, actions and behaviour, and on their ability to secure and maintain public respect.
>
> 5. To seek and preserve public favour, not by pandering to public opinion, but by constantly demonstrating absolutely impartial service to law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws, by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing, by ready exercise of courtesy and friendly good humour, and by ready offering of individual sacrifice in protecting and preserving life.
>
> 7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.

These principles emphasized the conditional nature of police authority where police require public approval (not approval by the State), impartial service to law (independent of political policy), and accountability to the public.

After 1829, police governance was a tripartite arrangement comprised of selected citizens, appointed commissioners, and the Office of the Home Secretary, all of whom were responsible for overseeing the police. This type of governance arrangement continued in Britain until approximately 2011, when Britain introduced Police Commissioners. An enduring element of this model has been a commitment to the original premise that the "public" should govern the police. A variation of this model is in today's system of governance among municipal police departments in British Columbia. From 1829 to the present, the responsibilities of the common law constable have remained broadly the same. The police are:

- agents of the community;

- officers of the Court, which sets them apart from the average citizen in the eyes of the judiciary;

- members of a horizontal constabulary, wherein despite the hierarchical appearance of police departments today, the power of individual police officers is exactly the same as any other. In other words, police rank does not have the privilege of greater power over citizens;

- accountable to the judiciary, which harkens back to Fielding's idea that the Bow Street Runners report to the independent body of the judiciary; and,

- sworn to prevent crime, which emphasizes that the performance of police should be measured by the absence of crime, not their ability to detect it.

2.2 Policing in Canada

Early Canadian municipalities modeled their own police after the London "Met" model. In 1873, Canada needed a national police force to help develop Western Canada. Since there was a lot of terrain to cover, it was decided that the adopted model should involve officers mounted on horseback, in uniform and armed, which was very similar to the Royal Irish Constabulary. These constables did not report to municipal governments but instead directly to Parliament. There was no effective, independent control at the local level of the Northwest Mounted Police, Royal Northwest Mounted Police, or its current iteration, the Royal Canadian Mounted Police. They were conceived as a federal police force and have been effectively "detached", from a governance perspective, from the communities they serve. In fact, to this day, RCMP offices are referred to as "detachments" indicating their enduring connection to the federal command structure.

The development of policing was just a small part of a larger struggle from the 1800's between the liberal ideologies of the Enlightenment period and global movements to embrace democratic values. Liberal values emphasized freedom and a general wariness of giving too much authority to government whereas democratic values tended to emphasize a more popularized view where the opinions of the consensus of people determined individual freedoms. Tensions only increased when considering who was asking the questions, whose voice should be heard, what was to be done with the information, and how it would impact individual freedoms. This struggle continues today as some embrace populist movements in which decisions made through consensus mean that the outcomes are good for all. Police governance has struggled with these same issues since 1829. In fact, experts have summarized the situation by stating that the principles of policing that emerged in the early nineteenth century in Britain gave shape to the belief that police are both empowered with expertise and authority, which insulates them from excess government control, but which also provides constraints through limited powers and restricted intervention into the lives of citizens.

2.3 Three Historic Eras of Policing – Political, Professional, and Community

Since its original introduction in the mid-1700s, policing has been characterized by three defining eras: political; professional; and community policing. The previous section detailed the early "political" era of policing wherein some members of Parliament, the nobility, the elites, and many citizens were not enthralled with the idea that their freedoms could be curtailed by these officers. During this era, a significant amount of corruption, abuse of power, and political sway over police appointments and activities occurred. Police were essentially an extension of the local government.

Dissatisfaction with "political" methods of policing led to a paradigm shift towards the "professional" era of policing in the late 19th and early 20th Centuries. This era focused on providing in-depth training and skill development to police officers, the development of police academies, and centralization of policing. Success was primarily measured by quantitative assessments, such as clearance rates, crime rates, arrest rates, and response time to calls. However, during this era, the police grew increasingly distant from the community both intentionally, through an increasing amount of professional neutrality, and unintentionally as a result of changing technology, such as the introduction of police vehicles, which further contributed to a lack of police-community interaction. The police became primarily a reactive force tasked with responding to calls for service and investigating crimes, rather than focusing on crime prevention. This contributed to police beginning to identify as "crime-fighters" or "law-enforcement" officers focused on crime control.

The end of this era came about in the mid-1900s when increasing crime rates and fear of crime led to concerns about the effectiveness of and methods used by police. Allegations of heavy-handed police responses to a growing climate of civil rights movements in the mid-1900s, along with increasing concerns about the inability of the police to effectively control crime and disorder through traditional reactive patrol methods of the day, especially in large urban centers, led to the ushering in of a new era of community policing in the 1980s and 1990s. This was occurring just as there was increasing fear of crime among the public, largely due to well publicized violent crime which had increased significantly in the post-war decades. This trend towards community policing occurred concurrently in the United States and Canada.

The era of "community" policing emphasized a more positive connection between police and the communities they served and aimed to achieve results from improved integration of community-led initiatives and community-involved crime prevention. It recognized that while police cannot do it all, their functions go beyond crime control and reactive policing to include police attention to non-law enforcement issues, such as providing solutions to social and physical disorder.

Community policing became an entrenched principle in Canadian and American policing with the introduction of the *Violent Crime Control and Law Enforcement Act* (1994) in the United States, one objective of which was to achieve a closer working relationship between the police and community. Still, it is difficult to clearly define "community" policing as it is interpreted and implemented differently by police agencies.

Substantial Change Continues

Policing changed significantly through the course of the three eras. The demands on civic government to be more transparent coincided with demands for police accountability and improved governance. At the same time, police became increasingly involved in complex social issues. Nowadays, police departments are forming partnerships with public, for-profit, and not-for-profit agencies who are assisting the homeless, the addicted, and people with mental health issues. Estimates in 2012 revealed that approximately 20% of

police resources are spent on dealing with files involving people with mental illness. It is well documented that those with mental illness, particularly when concurrently struggling with addiction issues and housing insecurity, are at an increased state of vulnerability. One Vancouver Police Department study showed that such individuals are 23 times more likely than the general public to be victims of violent crime. These, and other social challenges, require police to develop trusting relationships with service providers and community members who need services over the long term. They are not policing assignments that officers can conduct over a couple of shifts, but rather assignments that require long-term commitments spanning many years by the entire police organization. Such requirements can be compromised by frequent transfers of members who have developed these relationships out of specialized units to other sections, or even other detachments.

Additionally, policing often entails cross-jurisdictional investigations involving diversified criminal enterprises. Combatting these enterprises requires long-standing relationships with police in other jurisdictions—not institution to institution but person to person. Similarly, policing now requires departments to investigate cyber-crimes, cyber-bullying, and the spreading of expressions of hate. The expertise required to properly prevent and investigate these offences requires specific expertise and technical skills. Simply adding more officers is not the answer. Serving police officers will attest that conducting routine investigations simply takes longer than twenty years ago due to the added complexity of files, increasing sources of available evidence, Charter rules and restrictions, and judge-made laws affecting policy and practice.

Researchers have indicated four broad areas in which there are changing demands on police organizations.

1. **Demanding legal (constitutional challenges) and regulatory changes** – which results in more time-consuming case preparation prior to prosecution.

2. **Advances in technology** – which results in the demand for more in-depth statistical analyses requiring uniquely skilled police officers (skills and local knowledge that is lost when officers are transferred).

3. **Community demands for more police accountability** – which result in thorough inquiries such as the Arar and Ipperwash inquiries, the Oppal Commission into Policing in BC, the Murdered and Missing Indigenous Women Task Force, and the Dziekański incident at the Vancouver airport. In addition, incident reviews via the Coroners Service and the Independent Investigations Office, which conducts investigations into officer-related incidents of death or serious harm have increased community demands for accountability.

4. **Global crime trends** – which involve cyber-crime, fraud, money laundering, drug importation, and the exploitation of vulnerable people through human trafficking.

Murphy (2007:23) summarized the impacts of these demands:

> The increasing cost of public policing has a variety of implications. It will inevitably produce increasing political and public pressure to manage the costs of policing more carefully. More fiscal and operational accountability will require more evidence that police provide value for money. In addition to the use of performance measurement, there will be strong pressures to increase the cost efficiency of policing by managing costly police operations more effectively.

3. BEST PRACTICES IN GOVERNANCE

Citizens consistently call for enhanced accountability by police organizations, and indeed the governments responsible for their funding and oversight. Policing is one of the few arenas in which all three levels of government play an extremely important and hands on role. However, at the end of the day it is local governments that must determine the most appropriate policing model for their community and fund the chosen model. In BC, municipalities are given two options – contracting with the Province for RCMP services (the current model in Surrey) or establishing an independent municipal police service (the intended model in Surrey). The governance and accountability mechanisms in each are very different. As will be shown, governance and accountability mechanisms which allow local control are much more clearly defined with the municipal model through the BC Police Act. First, however, it is important to provide some context and working definitions.

Governance Defined

The literature is filled with articles defining "governance," with many of the articles reporting variations of five key themes:

Legitimacy and Voice	Are the police perceived as having the legal authority to act on behalf of the people, and do they represent the people's views?
Direction	Are there short- and long-term goals that consider social, cultural political, legal and economic factors?
Performance	Are all stakeholders consulted and are there adequate resources to accomplish the goals?
Accountability	Is there transparency? Is the public included in some way during various processes? Are there mechanisms in place to hold people responsible (accountable) for what it is they do?

| **Fairness** | Is there an adherence to the law? Are there ways to determine equity? |

For the purposes of the transition plan, the City sees governance as involving three key processes - policy formation; resource allocation; and external relations with government and other bodies thus allowing for formal accountability.

Accountability Defined

Increasingly, public organizations are held accountable by the people they serve. In the language of governance, defining "accountability" has been challenging. Governance and accountability are often used inter-changeably, but are mutually inclusive and interdependent involving two key concepts:

(1) financial reporting accountability; and

(2) strategic decision transparency ("strategic" meaning those decisions that have significant effects or implications on the interests of the shareholders and other major stakeholders).

Accountability is then essentially a matter of disclosure, transparency, and of explaining corporate policies and actions to stakeholders.

The process of defining accountability often results in a highly contextualized and seemingly circular concept in that it refers to concepts that are often used as synonyms for each other: *governance, accountability, transparency, fairness,* and *integrity.* The word 'accountability' is often used as a modifier as in political accountability, financial accountability, and social accountability. Public accountability is also descriptive of a virtue, for example, "We are accountable to our shareholders, stakeholders, to the public." Accountability is a normative process that requires measuring things and making judgements about performance.

Finally, one other type of accountability to mention is one based on relationships. Relational accountability suggests that, based on a positive relationship between the parties, the party receiving the service "trusts" that which they are receiving is satisfactory. It is not until something dramatic occurs that the recipient of the service might begin asking questions or attempting to hold the other party accountable. It is obvious that this is not really accountability in an objective sense but rather accountability based on faith or tradition.

For our purposes, accountability can be defined as "the relationship between the principal (in Surrey's case the community) and the agent (the police department), where the latter is held responsible for its actions, especially as they relate to realizing its mission, strategic goals and objectives, and its financial management".

In short, if the municipality is "accountable" or seen as responsible to ensure crime receives an adequate amount of attention, they must have the requisite and standardized governance structures that support such accountability. This is a critical aspect of accountability in Surrey, where successive Mayors are regularly and uniquely, called upon to answer the question of "why" crime is occurring and "what" they will do about it.

Stenning further points out that the context of, and call for, enhanced governance is changing for reasons such as:

- changing conceptions of democracy with public demands for more input into government;

- neo-liberalism, which has resulted in leaner governments and a desire for governments to let the free-market establish order;

- reforms in the public service which have led to more fixed-term contracts, more performance reviews, and a more service-oriented approach to professions;

- changing attitudes towards professionalism, such as increased training for police leaders and greater reliance on associations of police leaders like the International Association of Chiefs of Police to set standards; and,

- the impact of increased data and technology, big data, and the omnipresent cell phone videos of police action.

The outcomes of these trends are a public cry for more openness and transparency, plus increased demands for accountability by the public, politicians, and commissions of inquiry. In short, the public is demanding reforms, such as proposed in the Surrey civic election in 2018.

3.1 Best Practices in Police Governance

Governance involves the processes by which public decisions are made, the mobilization of public and private resources to implement them, and the evaluation of their substantive outcomes. There is a paradox to police governance. How is police independence ensured in a democratic, civil society that demands accountability, responsiveness, and inclusiveness?

One interesting governance question that was not fully resolved until 1955 was a reference in the *Metropolitan Police Act* of 1829 to the *office of police*, later referred to as the *office of constable*. The impression was left that police are in some way unique from other civil servants. It was not until *Attorney-General for New South Wales v. Perpetual Trustee Co. 1955 (Ltd.)* that it was decided that police officers are not in a master servant relationship with the State or their employers. The "office of constable" is unique in itself (*sui generis*); constables have power that is bestowed upon them as holders of that office and their power cannot be delegated or transferred. In short, no one (a government, a Chief Constable, a Board, a Commissioner or a citizen) can order constables to exercise

their statutory power of arrest, search, and seizure. This creates a dilemma for politicians who, respecting the decision of the courts, also do not want unnecessary surprises. So as politicians examine the activities of the police, the idea of police independence gets raised again to insulate the constable and police from overzealous politicians.

History is replete with examples of politicians attempting to influence policing.

In 1984, during the miner's strike in Britain, the Conservative government led by Margaret Thatcher wanted an end to it. The Chief Constable vigorously deployed officers against the strikers, who remained defiant. Local Police Authority then ordered the Chief Constable to disband the Mounted Police Unit, under the auspices of financial restraints. The Chief Constable refused the order and took the matter to the Courts, where the judge upheld the right of the Chief Constable to refuse the order because it infringed on the right of Chief Constables to manage operational decisions within the force.

- In 2006, RCMP Commissioner Zaccardelli resigned as a result of misleading the parliamentary committee which was reviewing the Commission of Inquiry into the Arar case.

- In 2008, Sir Ian Blair, London Police Commissioner, was forced to resign because of a perceived too cozy relationship with the Labour government.

- Other examples exist where the line between independence and appropriate oversight and governance becomes blurred, such as:

- politicians wanting to know details of police investigations before they are complete;

- politicians and high-profile community members attempting to get police to intervene in certain criminal investigations or wanting the police to ignore the enforcement of certain laws; and,

- commissioners and politicians wanting favourable reports of crime trends.

Politicians attempting to influence policing becomes a more interesting situation in the United States where Chiefs, Sheriffs, and Board members are often elected to their positions. Johnson (2012) interviewed senior police leaders in the United States and found a laundry list of efforts by politicians to politically influence both police operations and policing policy:

- tailoring crime policies during election campaigns;

- altering police deployment in certain neighbourhoods;

- conducting arrests, or not, during public protests;

- promoting certain officers;

- prosecuting government officials cancelling or limiting money for crime prevention projects;

- altering traffic patterns;

- campaigning for senior officials; and

- funneling all police media communication through the Mayor's office.

All of these examples highlight a question about the degree of police independence. In 1968, Lord Denning, in *R. v. Commissioner of Police, ex parte Blackburn (No. 2) [1968] 2 Q.B. 150, 154 (Court of Appeal)* wrote:

> "I have no hesitation, however, in holding that like every constable in the land, [the Commissioner of the London Metropolitan Police] should be, and is, independent of the executive. He is not subject to the orders of the Secretary of State, save that under the Police Act 1964 ..."

Denning's ruling resulted in considerable debate among politicians, commissioners, and members of Police Boards in the Commonwealth, who either wanted more input into how policing was done in their communities or better clarity on the boundaries of their independence.

In 1999, the *Patten Report* in Ireland differed slightly from Lord Denning's interpretation about the limits of police independence by saying that police independence was restricted to "operational" matters. In other words, police can use their discretion to guide decisions about their specific strategies and services, but in all instances, police behaviours and actions must be carried out within the oversight of the community. While they make decisions about their operational strategies and priorities and act accordingly, neither police officers nor their senior leaders are beyond reproach, and they operate with the implied consent of the people within the oversight of the Police Board.

Canadian courts have also tested the concept of police independence, in cases such as R. v. *Campbell, [1999] 1 SCR 565, 1999 CanLII 676 (SCC)*. In this case, the Supreme Court of Canada reiterated that police operate outside of the direct control of the executive government, although within their oversight and conforming to expected standards of behaviour.

Despite superior courts from three Commonwealth countries weighing in on the issue, there is still some confusion about police independence. Perhaps the best that can be said is that the meaning of "police independence" is fluid and relational, which may be little consolation for Police Board members seeking clarity on boundaries. Both "operational responsibility" and "operations" remain undefined. As a practice though, most Chief Constables will not permit Board members to inquire about investigations or make comments about what ought to or ought not to be investigated. The problem then becomes what is considered an investigation.

When disagreements surface between Boards and police, there are only the following options: the Board defers to the expertise of the police and their definition of "operational responsibility"; the police recognize there might be a political issue which they cannot win; or, more likely, the two parties negotiate a compromise. From the point of view of a

liberal and civil society, those negotiations should likely be more transparent and inclusive of members of the citizenry.

Stenning points out the tendency, by some, to see the principles of accountability and independence as opposite ends of a continuum. Instead, he suggests they are separate continua, as illustrated in the figure below. This orientation allows us to see that there are situations with more or less accountability and independence, depending on which governance group was looking at which issue.

Accountability

GREATER ACCOUNTABILITY
LESS INDEPENDENCE
- Police ability to investigate complaints of public trust violations
- Board's ability to hire staff

GREATER ACCOUNTABILITY
GREATER INDEPENDENCE
- Police ability to implement crime prevention initiatives
- Board's oversight of budgets and hiring of Chief Constable

Independence

LESS ACCOUNTABILITY
LESS INDEPENDENCE
- Police and Board implement federal policies for drug enforcement (e.g., cannabis)

LESS ACCOUNTABILITY
GREATER INDEPENDENCE
- Police ability to investigate criminal offenses
- Board's budget allocation within the department

Figure 1. Accountability and Independence Continua

For example, it is quite reasonable for Police Boards to have final say (accountability) on approving budgets but less accountability when considering how the budgets will be operationally dispersed. Similarly, police may have very little independence on deciding whether they have harassment policies, whereas the Provincial government may have final authority on what those harassment policies might look like.

This conceptualization by Stenning opens the door for a more nuanced understanding of how power, governance, accountability, and independence are negotiated in policing. For example, Bayley and Stenning examine the scope of police independence in Table 2 below. As can be seen, the Board would have little authority on items 7 and 8; yet they would play a significant role on items 1 – 6. Without Board and governance mechanisms, local authorities have no means of ensuring local needs and concerns are addressed.

Increasing accountability to the Police Board ↑

1 **RESOURCING**
How much, and what kinds of funds, equipment, staffing, etc. will be made available to an organization

2 **APPOINTMENT**
Chiefs, deputy chiefs, and assistant chiefs

3 **ORGANIZATION STRUCTURE AND MANAGEMENT**
How the organization will be structured, organized, and managed

4 **ORGANIZATIONAL POLICIES**
General policies that the organization will be expected to adhere to in its operations

5 **PRIORITY SETTING**
The determination of priorities with respect to how the resources of the organization will be deployed

6 **DEPLOYMENT**
How the organization will deploy the resources available to it, either generally or in particular circumstances

7 **APPOINTMENTS AND PROMOTIONS**
All ranks below Assistant Chief

8 **SPECIFIC OPERATIONAL DECISION-MAKING**
How a particular operation will be handled and managed

↓ Increasing independence of the Police

Figure 2 –Independence for Police Operations, Accountability for the Board

3.2 Police Governance in British Columbia

In better understanding the role of governance in policing generally and Canada specifically, it is important to recognize that in the Federal system of government, the *British North America Act 1867* assigned the administration of justice to the Provinces (section 92:14 and 15). This meant that each Province could establish systems of justice that were quite different from each other.

Over time, Canada developed a confusing mixture of policing services:

- municipal police departments (like Vancouver, Abbotsford, Calgary, Winnipeg, Toronto, and Montreal);

- provincial police forces (Royal Newfoundland Constabulary, Quebec Provincial Police, Ontario Provincial Police, and, at one time, BC Provincial Police);

- regional policing (New Brunswick, Nova Scotia, Ontario, Quebec, Alberta); and

- RCMP conducting policing of matters that saw them

  - exclusively taking responsibility for matters deemed the jurisdiction of the Federal government (immigration, espionage, drug enforcement),

  - contracted to provide policing to large unincorporated areas of Provinces,

  - taking on international policing responsibilities, and

  - providing policing services to municipalities under tripartite agreements between the Province (who had the legislative requirement to provide policing for its citizens), the municipality (who had the option to develop its own municipal police force or contract with the Province), and the Federal government.

Many jurisdictions adopted similar models of governance. Most Provinces had Police Commissions, which were an arm of the Provincial Government with responsibility for broad policy issues such as what weaponry was authorized, what uniforms would look like, and how police chases ought to be handled. Most Provinces also had Police Services Branches, which were responsible for administering non-municipal and some municipal policing matters in the Province. Police Services also tended to overlap their responsibilities with those of Police Commissions.

Tracking the changes in responsibility for police governance in British Columbia sees governance resting in various hands over the last 150 years:

- completely in the hands of the Province in 1881;

- total control by police in 1886;

- police commissioners and Council in 1888;

- introduction of judges in 1893;

- removal of judges in 1899;

- the introduction of Provincial appointees in 1896;

- Mayors becoming *ex officio* between 1917-1974; and

- greater introduction of Provincial appointees beginning in 1974 (see Appendix B).

In BC two pathways for police organization and police governance emerged and have remained essentially unchanged for decades. In the first pathway, municipalities established their own police department and created Police Boards, the composition of which varied slightly but generally consisted of the Mayor as Chair and citizens appointed

by the Province. In the second pathway, municipalities opted to use the RCMP and therefore did not have the option of a Police Board. Instead, provincial legislation allowed for municipal governments to establish advisory committees whose duties were not governance-oriented. Advisory committees often were asked to "promote good relations" between the police and the community, bring to the attention of the minister any issues, and make general recommendations (BC *Police Act 1998 Chapter 367*).

The duties of advisory committees in RCMP jurisdictions are in stark contrast with those of municipal Police Boards, where there is clear governance language. Municipal Police Boards are responsible for hiring and firing, ensuring that the criminal, provincial, and municipal laws are enforced, encouraging crime prevention, approving budgets, ensuring appropriate standards and policies are established by the police department, conducting studies, and, to a limited extent, overseeing disciplinary matters.

In 1992 the Province of British Columbia began an inquiry into policing that examined all elements of policy, including police governance. The *Oppal Commission of Inquiry* (1994:6) summarized the entire issue of governance and the independence of police when it stated that two principles are critical in Canadian policing: civilian oversight and operational independence of the police.

> The first is that police who enforce our laws are ultimately responsible to civilian authorities. The second is that the police must be independent in all operational matters. They must, upon reasonable grounds, be free to investigate anyone without any political interference or any fear of political interference. It is my view that a legislative statement, enunciating the principle of police independence, is necessary.

3.3 Best Practices in Police Accountability

Police Boards are often presented with a dizzying array of metrics about crime trends, arrests, clearance rates, traffic enforcement patterns, numbers of officers, deployment of officers, call response time etc., all of which represent measurements that provide data, but which often fail to get at the heart of the issue of whether the police agency is actually performing well or whether the organization is on track to achieve its goals and objectives. Police Boards should know that changes in most of these statistics have very little to do with how well the police department is performing because the underlying factors that cause crime, such as poverty, homelessness, addictions, and community social disorganization are outside the control of the police.

Performance measures such as the ones described above are easy to acquire, but in order to really understand what is working or not, Police Boards need to undertake a far more complex level of inquiry, one that few Boards have the skill or time to conduct. At a minimum, Police Boards can ask probative questions, since the authors of these metrics are often present at the Board meetings.

Police Boards represent the best way to operationalize governance and accountability mechanisms. According to Bayley and Stenning (2016:192), Boards, by way of their

membership, provide opportunities for the public to review, question, and seek further clarification on policing activities, and their successes and failures.

Accountability Applied in Policing
Determining police performance measures as an accountability mechanism

A debate often arises when looking at accountability as to whether to focus on *processes* or *outcomes*. Process accountability tends to focus only at what employees can control. For example, in a factory that makes widgets, it is possible to look at metrics like the number of widgets produced in a given time, quality of the widget produced, number of faulty widgets, speed with which the widgets are produced, time from production to market etc. In policing, a similar example would be the number of traffic tickets issued and for what types of offences, the numbers of people checked or carded, the numbers of arrests, and charges filed.

The factory that produces widgets might also be interested in looking at their percentage of the market share, the degree to which they have broadened market share, and profitability, all of which are accountability outcomes. In policing, outcome accountability might result in Police Boards looking for the departments to demonstrate the following results of their initiatives:

- reduced criminal victimization;

- reduced fear of crime and enhanced personal security;

- increased safety in public spaces;

- fair, efficient, and effective use of financial resources;

- legitimate, fair, and effective use of force and authority; and

- satisfaction of citizen demands for prompt, effective, and fair service[1].

Outcome accountability represents a better understanding of how well the police department is performing. Furthermore, outcome measures more closely represent the strategic priorities, goals, and objectives of the department than do process measures. Determining performance measures is not a dichotomous process. A hybrid model is perhaps best. For example, "reducing criminal victimization" will involve the counting of arrests (process accountability) but to be genuinely effective, the department would also need to determine what caused a reduction in crime (outcome accountability). Table 1 outlines an instructive, fictional, example.

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[1] Canadian Police Board Views on the Use of Police Performance Metrics.
https://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/plc-vws-prfrmnc-mtrcs/index-en.aspx

Problem	A two-block stretch of the downtown core has a very high incidence of thefts, assaults and drunken behaviour. The cost to City and Province to respond to this area is approximately $1,000,000 each year (resource costs for police, fire and ambulance).
Goals	• To reduce criminal victimization in this area • To reduce the cost of responding to incidents in the area
Strategies	• Increased patrols • Working with bar owners to stagger closing times • Better lighting • Improved access to public transportation • Better liaison with Crown prosecutors to accelerate charge approval
Performance Measures	*Financial accounting or resources used by police, fire and ambulance over 1 year* • Number of reported incidents of thefts, assaults, and drunkenness • Time delay between arrest and charge approval and court • Assessment of lighting • Ridership on public transportation • Interviews with bar owners over the outcome of the imposed strategies

Table 1 – Fictional Performance Measure Example

By implementing and reporting on these measures, police enable the Board to better determine the effectiveness and efficiency of the intervention than if the police simply said the number of crimes in the two-block area has decreased. There is an opportunity to link cause and the effect but determining where that link ought to be is difficult.

Conclusion

Following a review of governance and accountability the authors of the report conclude that:

• Policing and police governance is a response to increasingly diverse social, cultural, political, and economic complexities of communities;

• Civil and democratic societies need to find a balance between the freedoms of individuals and the desire to implement order;

• A paradox naturally occurs when looking at independence, governance, and accountability;

• Society has tried to resolve the paradox through imperfect institutions; and

- Accountability measures in policing are challenging to develop, but a diligent governance structure will go a long way to ensure transparency and accountability.

When examining both police governance and accountability it becomes clear that they are indeed intertwined. In short without clear legislative mechanisms for governance, local accountability will always rely on "relational accountability" (described earlier) via the relationship between the Mayor and the officer in charge. In a City such as Surrey, that is growing and often criticized for failing to control crime, it is imperative that a best practices model for police governance is established. That model relies on the transition to an independent municipal police service.

This section of the report has demonstrated that 'enlightened' models exist that are consistent with civil, democratic societies while at the same time adhering to best practices of governance and accountability. Inserting community and community governance mechanisms into policing is vital. Bayley and Stenning tout the tripartite model, currently used by municipal police departments in most of Canada, including British Columbia. This model allows for police independence on operational matters while at the same time holding police accountable for achieving outcomes that the community believes are important to them. Bringing governance of the police back to the community allows for better control over budgets and resourcing. Implementing a Police Board in Surrey will allow a vibrant city to determine its future and the type of policing best for the citizens of one of Canada's fastest growing communities.

4. BEST PRACTICES IN POLICING

4.1 Best Practices in Community Policing: Towards Community Responsive Policing

Broadly speaking, the term "community policing" refers to a philosophy of policing where the community is viewed as a valued partner in crime prevention and reduction.

In this model, the community plays a central role in problem-solving. Police agencies that are effective at community policing encourage the public to share responsibility for the safety of their community. They achieve this through consultation that leads to adaptation of operations to local conditions, mobilizing volunteer resources, and fostering collaborative problem-solving.

Community policing was born from the recognition that the police cannot and should not be expected to independently solve all community problems that lead to crime. Rather, police must form strategic partnerships with a variety of community members and agencies to best detect and define community issues and problem solve appropriate solutions. Beyond creating partnerships, community policing also emphasizes that the community should play a key role in identifying and prioritizing community issues for police and their partners to solve; these issues include crime, but typically also include indicators of social and physical disorder that contribute to fear of crime and reduced quality of life.

Community policing is a well-known policing philosophy and it has been widely adopted across the world. For example, recent research reports that nearly all larger agencies in the U.S have embraced community policing in some fashion. While most police agencies in Canada have implemented community policing, they have done so in different ways. There are a great number and variety of initiatives and strategies that have been implemented under the guise of community policing. The community policing initiatives typically include:

- public education programs;

- specialized units for a minority group;

- neighbourhood watch programs;

- neighbourhood town meetings;

- storefront mini stations;

- special problem-solving units;

- fixed patrol assignments;

- auxiliary volunteer programs; and

- community newsletters or websites.

A specific example is the Vancouver Chinese Community Policing Centre, established in 1992 to offer a specialized unit to support the Chinese community in Vancouver.

Community policing embraces the principles of problem-oriented policing. Rather than being a primarily reactive institution that responds to calls for service and attempts to resolve them at a single incident level, problem-oriented policing encourages police to take a step back to view patterns between calls for service and to identify the underlying conditions contributing to the "symptoms" of crime. Further, it promotes assessment of interventions to determine what worked, and why it worked.

Community policing involves the community as a prominent partner in identifying community-level concerns, developing strategic responses, and implementing problem-oriented strategies. It requires an organizational shift towards decentralization of police, wherein front-line officers are provided with more discretion and decision-making power in their work with the community, enabling them to identify problems and design appropriate solutions collaboratively. With its focus on identifying emerging problems within the community, this approach typically results in the police agency being proactive as opposed to reactive. Overall, community policing reflects a more systematic and strategic orientation towards community-based crime prevention.

Yet, despite the sweeping popularity of the community policing approach, research indicates that police agencies have had difficulty in shifting their mindset from a crime control-oriented philosophy to one of problem-solving and community engagement. For a number of reasons that will be discussed in a later section of this report, policing is a notoriously difficult area within which to manage change and building a community-oriented police service presents several particularly unique challenges.

Challenges in Community Policing: An Unfinished Transition

Research has identified limited effects of community policing on a number of desirable outcomes, including reductions in crime, reductions in fear of crime, and more positive police-community relations. A study which examined the impact of community policing on crime, disorder, fear, legitimacy, and citizen satisfaction, found only a small impact on violent crime, a nonsignificant impact on property crime, and a small effect on fear of crime. Thus, community policing was only weakly related to reducing crime, at least in the short term. However, more research is required to determine whether community policing has a more significant long-term positive relationship on crime through increased perceptions of police legitimacy and community satisfaction with police services.

At the same time, it is important to acknowledge several major limitations regarding community policing research, namely, varying conceptualizations of, and operational approaches to, community policing, as well as poorly designed research studies. Researchers have described community policing as a generic term that means many different things to many different people, rendering it difficult to effectively measure the impacts of this policing orientation.

While some police agencies appear to have successfully reformed into community policing oriented mindsets, a review of common examples of community policing initiatives suggests that what is being implemented does not meet the true intention of community policing. Whereas community policing should involve the community in identifying crime and disorder problems and in developing community-driven solutions to said problems, common examples of community policing initiatives include bike and foot patrols, basketball drop-ins, assigning officers to police specific neighbourhoods, engaging in neighbourhood clean ups, and community outreach, such as attending community events, hosting 'townhalls', or supporting neighbourhood watch programs. These are generic programs that can be easily implemented in any community and which provide increased access to police and potentially improved police-community relationships. However, in its intended form, community policing should not simply involve a selection from a drop-down list of generic programs. Rather, the initiatives implemented should vary widely across and even within cities as they should be responsive to unique community concerns and rely on the community to play a strong role in designing appropriate responses using community-specific resources, such as local programming and expertise. These programs do not reflect what many believe to be the true goals of community policing, which are to engage collaboratively with the community to identify crime, disorder, and other community concerns and to collaboratively problem solve, thereby having a measurable impact on crime and improving community-police perceptions and relationships.

Community policing has also been hampered by implementation challenges. While wholeheartedly promoted by many police chiefs, its implementation among the rank and file has frequently been met with derision. Research suggests that some rank and file officers believe that community policing is not a "real" form of police work and is an ideal place to "dump" ineffective officers. For these reasons it is difficult to shift a police agency away from a "crime fighting" orientation. In fact, research has shown that opposition can occur at each level of policing, with front-line officers perceiving that community policing is not a real form of police work, and various levels of management facing difficulty with the loss of hierarchical control that occurs when front-line officers are empowered to work with the community directly to make problem solving decisions. Further, another challenge exists when members of management do not fully understand the principles and nature of community policing, having never policed that way themselves.

Research in Turkey identified that officers who supported community policing within their own unit tended to have a strong service orientation, already had a good relationship with citizens, had received training, or were those who were already engaged in community policing. In other words, they supported community policing as they were already practicing this orientation in their approach to their job. Similar characteristics identified officers who supported community policing in general, but not specifically within their own department. In this case, a strong service orientation, a good relationship with citizens, higher education (college degree), and those who are already engaged in community policing were more likely to show support for this approach.

Stronger police buy-in could be created by the provision of training that exposes police to examples of community policing, and which clearly exemplifies the purpose, methods, and potential benefits of a community policing approach. However, organizational values must also emphasize and value the role of the community as a collaborator, and the officer must internalize this orientation in order to make sense of their role as a community focused crime prevention worker as opposed to a crime fighter.

Beyond creating police 'buy in', there is the additional concern of successfully facilitating community buy in. Creating genuine relationships between police and community can be quite difficult in jurisdictions with a historically poor relationship between the two. It can be difficult to convince the community to trust that the police are seeking their input and involvement, and that it is worth taking the risk to be a police partner, particularly in high-crime areas.

Breaking down the walls that sometimes separate police and the community will take time and effort. Police need to be exposed to the community in ways that allow them to build trust and confidence. Conversely, the community will need to be actively encouraged and provided with meaningful opportunities to engage in partnerships with the police; simply providing opportunities to volunteer with police is an insufficient way to internalize the role of the community in policing.

While there are documented challenges to effectively implementing community policing, clarity of definition about what it means to be community responsive can help to more appropriately shape the goals and methods of a community-oriented police agency. Transitioning away from a view of policing *of* the community to one that values policing *with* the community will start the conversation regarding transformation of a police service to one that exhibits the true intention of community policing: a community responsive agency.

As can be seen, the concept of "community policing" is problematic, for several reasons. First, it is too broad and abstract a concept, resulting in inconsistent interpretations and applications. It does not strongly enough convey that policing priorities and initiatives should be community led. Many of the current examples of community policing initiatives continue to be police driven rather than truly responsive to the community's concerns and needs. Therefore, a more precise term moving forward is "Community Responsive" policing.

Community responsive policing more strongly conveys that the police are community led in their approaches to crime prevention and crime reduction. It provides a stronger role for the community voice in identifying issues of concern and solution design and implementation in systematic and meaningful ways. It provides opportunities for citizens to be meaningfully integrated in shaping police priorities and strategic planning. To achieve a community responsive police service requires structural reorganization, a shifting of attitudes and perceptions, and the opening of police culture.

4.2 Building a Community Responsive Police Department

While change can be difficult to achieve amongst police, there are a variety of approaches that can be used to transition a service to one that is more community responsive. Citizens should become more involved in policing by sitting on advisory councils and volunteering with the police. Broadly speaking, citizens can be 'mobilized' by police through volunteerism. When citizens are well integrated with the police it again opens communication pathways and enables police to hear about local concerns and issues, then work together with citizens to develop appropriate responses. Unfortunately, research with community policing volunteers indicates that these positions, while valued, are often no more than lip service positions, that volunteers are more likely to be in communication with a civilian employee than they are to have access to a sworn police officer, and that the activities they engage in are not truly community led nor uniquely reflective of that community's crime and disorder issues. Police agencies must consciously provide meaningful opportunities for volunteerism and use their volunteers strategically to fulfil their mandate.

Researchers have shown that while a great deal of attention has been paid to the role of the police in community policing, much less attention has been paid to the education and involvement of citizens. In building a community responsive police force, a more concerted effort must be made to institutionalize the involvement and contributions of citizens. For instance, their role can be prioritized and validated through restructuring the organization and creating a position for a civilian community responsiveness coordinator who works alongside a sworn officer to coordinate and lead change. While the initiatives and problem-solving activities should primarily occur at the front-line level, the citizen and police community responsiveness coordinators can lead the process of driving and maintaining change, providing community responsive training to those in need, engaging in the feedback loop regarding challenges and successes, and collecting and reviewing evaluation measures to adjust when required. While there is limited information available regarding the effectiveness of this approach, one example of this approach can be found in the Austin Police Department, which created a senior management position – a deputy chief of staff – who was dedicated to implementing community policing and problem-solving. Mechanisms such as this can lead to truly responsive community policing by finding meaningful ways for community involvement in the real-world issues that affect the police and hamper community safety. For example, how various communities, such as the homeless community, the mental health community, minority communities, the business community, and indigenous communities, are represented and active in community responsive policing can make a big difference in effectively identifying and addressing the specific relevant issues that impact these sub-communities.

Numerous policing experts have stated that for community responsive policing to be successful, it must be fully integrated into the underlying philosophy of the organization, as opposed to an "add-on" strategy. Integration is essential, as officers are otherwise too busy responding to calls for service to pay much attention to trying to get ahead of those calls. The organization must commit to dedicating resources to the new orientation and

provide the accompanying supervisory support to allow officers to focus on crime prevention through community engagement, rather than being called away or temporarily assigned to support other units.

Change is much more likely to be successfully implemented when it becomes an underlying philosophy practiced by all members of a department. Research on leadership in policing emphasizes the importance of demonstrating the desired concepts all the way from the officer in charge through all levels of senior management. Officers also need to be provided with the authority and ability to make decisions at the ground level. For many agencies, this implies a need to restructure the organization from one that is hierarchical in nature to one that diffuses decision making responsibility among the rank and file officers.

Furthermore, this must be integrated into the methods of performance assessment. If officers are not being evaluated on the degree to which they are implementing the new community responsive policing strategies, they will continue to fall back on the more traditional methods of policing, such as by focusing on making arrests and clearing their calls for service. Therefore, the organization must build in new outputs and desired outcomes, such as the creation of new relationships and extended partnerships, creativity and innovation in problem-solving, and strong community connections.

Community Responsive Policing in Action

Research on the success of police reform towards a more community-oriented model of policing has identified several factors that either impeded the transition or which were critical to its success. Research suggests that changing attitudes regarding community-oriented policing is an essential step towards successful transformation, given that attitudes influence behaviours. Moreover, the overall likelihood of success will hinge upon being aware of and changing the underlying beliefs, attitudes, and assumptions held by those working in the organization.

Challenges with Change Management

While many police agencies strive to be innovative, change management attempts within policing have been described as "akin to bending granite". Change can be especially difficult for police when it is led by civilians, or 'outsiders' who police feel do not truly understand the nature of policing. Change is also difficult to occur when it is implemented from the top-down without the solicitation of input from those who would be most affected by the change, traditionally the rank and file officers. Effective and insightful leadership is therefore a critical element in successfully introducing and implementing long-term change within policing. Effective police leaders go beyond simply preparing the organization for the coming change. They also build capacity for change within their personnel, such as by introducing new systematic ways of thinking that reflect on the new values and methods of policing, providing training opportunities for the development of the new required skill sets, and by changing the conversation around the norms and values that are emphasized within the agency. These practices not

only create support for pending change, but also enhance the momentum and sustainability of that change.

Given the need to engage in consultations and create feedback loops to build internal support, change can take many years to implement properly. Change also rarely occurs in a straightforward fashion due to unanticipated consequences or unforeseen issues arising as new partnerships are formed, attitudes are shifted, resources are re-deployed, and new training and assessment protocols are implemented.

Models of change management can facilitate change strategically, while encouraging organizational commitment, which reflects the degree to which current employees feel dedicated to the organization and desire to remain a part of it. When engaging in reform, it is strategic and essential to include the insights and perspectives of the rank and file as this will provide them with opportunities to believe in, accept, and uphold the new organizational values, goals, and methods. Participatory change should be used by police agencies when implementing organizational reform. Strong leadership and frequent communication about what change is needed and why it is also essential for successful change management. It is important for those affected by change to understand the underlying rationale and to be provided with clarity on how the organization will support that change.

These principles are evident in one of the most well-known models of change management, proposed by Kotter. This 8-step model, outlined in Figure 3, focuses on developing opportunities for participation in shaping the direction of the change, celebrating successes resulting from the change, and finally, institutionalizing the change.

IMPLEMENTING AND SUSTAINING THE CHANGE
8 Institutionalize Change
7 Review Performance
6 Create Short-Term Wins

ENGAGING AND ENABLING THE ORGANISATION
5 Empower Others to Act
4 Communicate the Vision
3 Create a Vision for Change

CREATING THE CLIMATE FOR CHANGE
2 Form a Guiding Coalition
1 Establish the Need for Change

Figure 3: Kotter's 8-Step Model of Change Management

Establishing the need for change involves creating a sense of urgency, perhaps by providing evidence of the disconnect between organizational goals and performance or outcome measures. With respect to policing, this may be accomplished by comparing the organization's crime reduction goals with traditional metrics, such as arrest rates, clearance rates, and crime rates which, as previously noted, tell only a limited story about the organization's ability to achieve its mandate. Still, failure to achieve meaningful change on these metrics can provide a foundation for arguing that change is necessary.

In forming a powerful guiding coalition, Kotter's model emphasizes the need to develop working partnerships that work together to define the problem, identify the likely causes, and develop potential solutions. Establishing a working group or task force with a clear mandate and identified leader is a necessary second step towards introducing change.

Once the working group has been created, the third step involves creating a vision. Here, the working group is tasked to provide an outline of what the change will look like and what the anticipated outcomes are of that change. Seeking the input of others in this step is critical for creating buy-in, as those who will be affected by the change may need to be convinced that there is value in doing things differently. But beyond simply making the case that what is being done now is not working, they need also to be provided with a vision of where success can take them. In this third step, the working group should develop a strategic vision that clearly outcomes what change is needed and why, and what outcomes it is intended to produce.

The fourth step is to communicate this vision. Communication is one of the most critical factors in successful change and is especially relevant when the strategic vision seeks to move police into non-traditional roles that shift their policing orientation from one of crime-fighter to crime prevention and community responsiveness. Genuine opportunities to provide insight and credible communication of the results of that feedback can inspire others to support the vision. Conversely, ineffective communication can lead to cynicism and resistance to change, and a perceived lack of credibility amongst those leading the change.

Once input has been solicited and the strategic vision has been developed and clearly communicated, the next step is to empower others to act on the vision. This can involve the provision of physical and human resources to support the new practices. Psychological empowerment may also be needed at this stage. This may involve re-connecting with those affected by the change to assess how the change is going and to solicit more feedback on unintended consequences of the change or previously undetected or unanticipated issues. This feedback loop can help to further reduce psychological resistance to change.

Step 6 in Kotter's change management model is to plan for and create opportunities for short term wins. This is another method of psychological empowerment, as it gives confidence to those implementing and affected by the change that the new methods are working, and it provides credibility to the change process. In particular, the working group should develop manageable goals that can be achieved within the first 12 months

of implementation. Celebrating short-term successes can not only help to reduce more resistant psychological barriers to change but can also contribute towards a greater sense of teamwork and collaboration.

Step 7 involves reflecting on change and introducing new change that responds to the progress made to date. This step uses the momentum gained in the short-term goal achievement to empower personnel to continue pushing forward. At this stage, reflecting not only on the wins achieved to date but also soliciting input on the continuing challenges can help change agents to adjust their activities to further meet and propel the strategic vision forward. This stage should also involve evaluation, where information on the successes and challenges experienced to date with program implementation is collected and analyzed before being used to formulate new initiatives to further carry out the change.

Evaluating and further refining the new approach contributes towards the final step of institutionalizing, or making permanent, the new approach. Once the vision has been implemented, short term successes have been realized and disseminated, and the approach has been adjusted as required, the new practices are ready to become the common way forward. Institutionalizing the new approach involves developing internal values and methods of performance assessment that entrench the change and make it common practice.

Successful Change Management in Michigan

One researcher examined the experience of a Michigan police department transitioning into a community responsive policing agency. Notably, rather than adding on a unit dedicated to community responsive policing, this agency sought to weave a community responsive orientation throughout the entire department. They shifted police thinking away from incident response to thinking more broadly about the police role in quality of life issues, such as managing indicators of social and public disorder. Moreover, they decentralized decision making and empowered the rank and file officers to make decisions. Through these processes, community responsive policing became entrenched and institutionalized. This transformation was therefore a success, and the success was even more significant due to the cynical beliefs shared by personnel at the outset of the transformation on the likelihood that this new change would be successful, given their routine experiences of past change efforts that had failed. Given the hostile attitudes towards change, a slow process of change management was adopted, to allow for enough time to fully research the needs and issues within the department.

Creating buy-in to any new initiative is also critical for its success. As an example of soliciting input, in the transition to a community responsive policing agency in Michigan, the Chief created a committee with membership from throughout the lower ranks and then sought feedback from these personnel on their existing prescriptive policy documents and specifically, how to reduce these down to a manageable number of more value-oriented documents. The committee's recommendations were then implemented without interference from senior management, which created confidence amongst the

front-line officers and supervisors that they could play an important contributory role to introducing and facilitating change within the organization.

A planning team with representation from approximately 25% of the department was created to envision and map out methods to achieve change. This team was composed of several volunteer officers alongside several handpicked representatives, some of whom were intentionally selected as they had shown resistance to change. The team was divided into smaller groups who were each tasked with specific parts of the plan. Although the planning team met over the course of a full year, the participants felt that their involvement was valuable and worthwhile, as they were able to help shape the practices of their organization.

When developing the ideal outcomes that would flow from their new strategic vision, input from multiple levels of personnel was actively sought and integrated. These committee members were first provided with a course on community-oriented policing before being asked to use that new knowledge to help identify and design achievable target outcomes for their agency. One identified outcome they desired to measure in the coming years was "a majority of the citizens will know the names of the officers assigned to their area". Essentially, they were asked to identify the outcomes that would help the organization to assess whether they had met their change management goals. The outcomes that the group created were therefore more meaningful to the organization and helped to motivate them to support the planned change.

The same policy of seeking input from those affected by the change was followed when it came to implementation. Again, input was sought from an implementation team, composed of various agency personnel, who were tasked with providing strategies to implement the identified six recommendations for change. They created strategies to clearly define the roles and responsibilities of officers under the new orientation, developed strategies to maintain communication between the various units following implementation as well as with their external stakeholders, and created training opportunities in community policing and problem-solving.

Rather than provide the personnel with a list of new job expectations and requirements as determined by management, the methods by which change would be introduced to the organization came from deep within the organization itself, by those who would be directly affected by the change. Therefore, the change was much more genuine in nature, and it gave members in the agency the confidence that they could effectively problem solve. For instance, one year following the implementation of their defined geographical areas, data collected during the monitoring stage indicated that a disproportionate number of calls were occurring within particular areas. The members reviewed the issue and problem solved, by creating solutions that would provide more resources to this area and reduce the affected area by redistributing the geographical boundaries. Thus, the agency approached this agency with same orientation as they now do for every individual call – with a problem-solving perspective.

In addition to speculating on the potential benefits and outcomes, in the Michigan transition to a community responsive policing agency, members of the working group were asked to map out anticipated barriers to successful change. Once they had completed this task, they brainstormed ways to manage the anticipated challenges. This further sold the message that the input of those most affected by the change was not only actively sought but also valued and that change would not just simply be imposed upon them by senior management.

As was evidenced in the Michigan example, for change to be long-lasting in nature, those bringing change to an organization must sell an overall vision as opposed to a singular objective. In the Michigan transition to community responsive policing, the perceived benefits and outcomes from shifting to a community responsive approach were collected from personnel working at all levels in the agency. During a series of meetings, these indicators were condensed into an overarching vision statement identifying a clear vision and mission, which emphasized the important role of the community in working together with police to engage in collaborative problem-solving, along with eight core value statements.

Transitioning into a Community Responsive Police Service

Change in any public agency is difficult; often even more so for the police, due to the nature of police culture. Building a police organization that is community responsive will require change in the typical structure and organization, as well as amongst the attitudes held by officers and civilian staff. It will require decentralization and the development of policies and practices that emphasize and articulate how the new philosophy is to be carried out, and training that ensures front-line officers and civilian staff as well as managers and leaders are all prepared to implement a community responsive approach to policing.

Building a police culture which truly emphasizes crime reduction and community responsiveness and collaborative problem-solving, will require some strategic approaches to be built into the organization. It will require that the agency and its leaders will:

- Philosophically merge crime fighting and crime prevention and sell the value of doing so in partnership with the community.

  - Key messages include that the police cannot do it all, and that strategic partnerships and systematic problem-solving approaches to crime and disorder will lead to crime reduction, thereby freeing them up to focus on the more major issues in society.

- Operationally merge the different cultures that can be created in the "crime-fighting" and "crime-preventing" parts of the organization by weaving community responsiveness throughout the agency in order to systematize the community responsiveness model and its processes. Having a senior civilian who shares

responsibility for community responsiveness within the organization will institutionalize the role of the community in shaping police practices.

- Consult broadly internally and externally before making any decisions on how community responsiveness is developed, implemented, monitored, and reported on through newly developed performance indicators that are reflective of this new orientation.

It is thought that community policing could be successfully combined with other types of policing, such as hot-spots and problem-oriented policing, to more effectively targeted identified problem areas or developing issues within a community. Some experts have noted that rather than adopt general and generic community-policing programs, community policing should focus on dealing with hot spot locations in a collaborative and transparent way. This has the potential to improve police-community relations and enhance the legitimacy of the police and of the community policing philosophy.

4.3 Best Practices in Operational Policing: Doing What Works

Police departments everywhere are striving to optimize their resources. While no single standardized formula for each individual policing agency exists, the literature does identify a series of operational models which are considered, to varying degrees, to be best practices within policing in Canada and the U.S. in terms of helping police reach their goals of crime reduction and crime prevention through evidence-based and information-led practices.

Hot Spots Policing

Hot spots policing can be defined as "*identifying and working to reduce crime in small geographical areas in which crime is concentrated*". Proponents of hot spots policing, or place-based policing, state that crime is not only typically concentrated in urban areas, but that areas within four to five street segments (intersection to intersection) can produce up to 50% of documented crime. As such, while the specific tactics used by police who engage in hot spot policing vary, hot spots policing prioritizes the locations where crime is highly concentrated when it comes to the deployment of policing resources.

One hot spot policing strategy involves increasing police presence in designated hot spots, as was the case in the 1995 Minneapolis Hot Spots Patrol Experiment. In this study, hot spots that were not on the receiving end of intensified police patrols experienced a greater increase in citizen calls to police than in the locations with increased police attention. There also was less observed disorder in the hot spots that received heightened police attention. One potential reason for these effects is displacement, as the concentration of police resources in a hot spot may encourage the temporary shifting of criminal activity to other zones in the community. Longer term reductions in crime in hot spots requires a more problem oriented approach. For example, in 1995 Jersey City adopted a three-step approach which included identifying and analyzing problems,

developing tailored responses, and maintaining crime control gains in order to reduce criminal activity at drug hot spots.

The effectiveness of hot spots policing has been recognized for some time and there is an empirical basis for its utility in crime reduction. The National Research Council review of police effectiveness noted in 2004 that "studies that focused police resources on crime hot spots provided the strongest collective evidence of police effectiveness that is now available". A number of rigorous evaluations have supported this statement, indicating that police departments can achieve varying degrees of success in combating crime and disorder when they focus on small units of geography with high rates of crime.

For example, findings from the Minneapolis Hot Spots Patrol Experiment indicated that there was between a 6% to 13% reduction in total crime calls with a more significant reduction in disorder at high crime hot spots. A different study in Lowell, Massachusetts found, among other results, that social disorder was alleviated at 14 of the 17 (82.4%) hot spot locations relative to the control areas. Further, a systematic review by researchers arrived at a similar conclusion; while not every hot spot study they reviewed showed statistically significant findings, 20 of 25 studies did, signaling that when police identify hot spots and focus their attention and resources on these locations, they can significantly and beneficially impact the level of crime in these areas. Very importantly, it was noted that there was very little evidence to suggest that crime moved from hot spots to nearby areas. The researchers concluded that "evaluation research seems to provide fairly robust evidence that hot spots policing is an effective crime prevention strategy."

Hot Spots Policing in Action

Toronto

Toronto, the fourth largest city in North America, has a growing population of just over 6 million people. This is forecasted to rise by another 13.3% over the coming 15 years, reaching 7 million people by 2035. As Toronto's population has grown, so too has crime. As such, in 2018, the Toronto Police Service (TPS) announced that they would be increasing their use of hot spots policing in response to ongoing community concerns in the eastern part of the downtown core, specifically in neighbourhoods such as Yonge-Dundas, Sherbourne and Dundas, Cabbagetown, St. Jamestown, and Regent Park. These neighbourhoods fall under Division 51 of the TPS which currently polices the highest volume of crime in Toronto. As part of the hot spot initiative, the TPS planned to deploy one extra detective and three additional uniformed officers to hotspot neighbourhoods within Division 51. The program also combined aspects of problem-oriented policing as it included commitments for improved outreach to the homeless as well as employing six park ambassadors who would primarily be tasked with working in conjunction with outreach staff to provide services and supports to the homeless.

Los Angeles

Prior to the implementation of Operation Cul-de-Sac, gang involvement had nearly doubled from approximately 15,000 in 1980 to 27,000 in 1988. Worse still, gang

membership in crimes such as homicide, robbery, and rape increased by 26% while nearly one-quarter of all murders in the city were gang-related. In response to this worsening situation, the Los Angeles Police Department (LAPD) launched, among other programs, Operation Cul-de-Sac (OCDS), which was designed to reduce drive-by shootings and assaults in high-crime areas. The LAPD examined data on gang violence to determine which locations produced especially high volumes of violent crimes. The analysis identified that the vast majority of drive-by shootings occurred on residential streets on the periphery of the city, likely because these peripheral streets connected to major roadways allowing for quick and easy exit routes by offenders. As such, the LAPD targeted peripheral streets in hot spot area and installed traffic barriers to block access to and from certain streets by car. This initiative significantly reduced the number of drive-by shootings, and reduced predatory crime by 37% after just the second year of operation.

Florida

Another effective use of hot spots policing is combining it with problem-oriented policing. A recent experiment in Jacksonville compared different hot spot strategies in an attempt to provide some clarity on which hot spot mechanisms might be the most effective. During the Jacksonville experiment, one area received a more standard saturation patrol while a second hot spot area received a problem-oriented policing response involving a tailored strategy to that area. The results showed that the standard saturation of hot spots did result in less crime (although not a statistically significant reduction) during the experiment period. In the problem-oriented policing hot spots, while no significant crime reduction was recorded during the 90-day experimental period, in the following 90-day period, street violence declined by a statistically significant 33%. It was concluded that in employing hot spots policing it may be more beneficial in the long run to incorporate problem-oriented policing principles with hot spots policing as opposed to simply increasing the presence of law enforcement in the area, which is generally not a sustainable solution.

Problem-oriented Policing

In 1979 Herman Goldstein coined a then emerging policing model, known as problem-oriented policing (POP). There was a sense at the time that traditional policing was too reactive and that this new approach offered promise for proactive policing. The philosophical orientation of this approach was built upon the identification of pre-existing problems in order to reduce crime at its roots as opposed to focusing on a single incident, typically a call for police service. Goldstein maintained that a one-size fits all policing model was ill-advised and to be more effective, police needed to incorporate a wider array of strategies to the range of problems commonly underlying crime trends within their communities.

POP can be defined as *"a policing approach that emphasizes the use of analysis and assessment to address crime and disorder problems"*. Analysis, study, and evaluation are at the core of POP as this approach requires that each new problem be individually

examined and a unique response developed. As such, this policing approach is often used in conjunction with the Scanning, Analyzing, Responding, and Assessing (SARA) model, a broader analytic model used in many fields and which have become popular with police departments employing POP. As was the case with community policing, POP can also be used in collaboration with other policing models. For example, the community can often be a valuable source for identifying problems for which the police can then collaboratively develop a response.

However, the evidentiary basis for POP remains limited. Of the more rigorous and well-designed studies that do exist, some found a modest but statistically significant impact of POP on crime and disorder. Notably, some of the reviewed studies in which produced weaker statistical evidence also reportedly experienced implementation issues. In other words, the more successfully implemented studies tended to show stronger effects. This speaks to the importance of collaborating with other partners who can effectively identify the underlying problems, design an appropriate response, and implement the solution(s). Other researchers have concluded that POP has significant promise to ameliorate crime and disorder problems broadly when:

- hot spots policing and POP are employed collaboratively;

- the police organization is committed to the model and buys into its value;

- program expectations are realistic, and departments avoid the pitfall of hoping for too much too soon; and

- cooperation with outside criminal justice agencies is emphasized.

There have also been some individual program evaluations which have supported the effectiveness of POP. For example, a review of the Milwaukee Homicide Review Commission which employs POP principles in its efforts to reduce homicides and non-fatal shootings reported a statistically significant reduction of 52% in the monthly count of homicides in the chosen districts. Another example, this time in Oakland, which used a specialized multi-agency response team implementing POP strategies to reduce drug-related problems found that almost half of the identified areas experienced improvements in terms of the mean number of people arrested at sites, from 3.7 in the year before implementation to 1.5 in the year following, a 59% decrease. At an individual level then, there appear to be some successful examples of POP in practice.

Problem-Oriented Policing in Action

San Diego

In the 1990s the San Diego Police Department had jurisdiction over the sixth largest city in the U.S., with a population of just over 1.1 million. Its proximity to the Mexican border, among other factors, was thought to contribute to the growing presence of drugs in the city. One mechanism which the San Diego police department employed to confront the growing drug issue was called the Drug Abatement Response Team ("DART"). The aim of the program was to reduce drug exchanges in residential settings, and the main strategy

of the program was to promote and enforce enhanced property management practices in order to see a reduction in residential drug dealings. The program sought to utilize the authority of civil law with the view to coerce landlords into confronting issues at their rental units where drugs problems have been identified. The predominate enforcement activity was a search warrant-based raid. Other tools included knock-and-talk events (police requested permission to search the premises for drugs); buy-bust events (an undercover officer made a buy, which led to an arrest); parole searches; and Fourth Amendment waiver actions[2]. Over one hundred properties were included in the program and those that received the full intervention benefited the most, recording a significant reduction in crime at rental units with drug problems and more drug offender evictions.

Stockton, California

In 1997 Stockton implemented both a community-oriented and problem-oriented policing program. Operation Peacekeeper, modelled on Operation Ceasefire in Boston, was designed to confront gun violence and gang involvement among youth aged 10 to 18 years old. Operation Ceasefire used and relied on the work of Youth Outreach Workers to communicate the consequences of gang involvement and the alternative options available to the target audience of this program. Youth Outreach Workers were streetwise young men and women trained in community organization, mentoring, mediation, and conflict resolution. Typically, the Youth Outreach Workers served as role models for young gang members and could illustrate alternatives to gang involvement. The program was associated with a significant reduction in the monthly number of gun homicides.

Predictive Policing

Predictive policing is one of the newer policing models. It can be defined as "*taking data from disparate sources, analyzing them, and then using the results to anticipate, prevent and respond more effectively to future crime*".[i] There are four primary categories of predictive policing methods:

1. methods for predicting crimes;

2. methods for predicting offenders;

3. methods for predicting perpetrators' identities; and

4. methods for predicting victims of crime.

Methods for predicting crime and for predicting offenders are more established than the remaining two methods. Nonetheless, each category offers approaches to both large and small departments with varying needs. Available methods range from basic common-sense techniques to sophisticated, cutting-edge mathematical models. Predictive policing shares similarities with hot spots policing. However, predictive policing seeks to predict

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[2] The Fourth Amendment of the U.S. Constitution refers to the right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures by the government.

future crimes, offenders, and victims rather than just responding to past/ongoing concentrations.

Predictive policing is growing in popularity and usage. In the U.S., 20 of the 50 largest police departments now use predictive technology while closer to home, the Vancouver Police Department recently became the first department in Canada to adopt such technology, doing so in 2016. At present, predictive policing lends itself best to identifying property crime. Predictive technologies typically use three data points – time, place, and type of crime – to draw up boundaries in which crimes are most likely to occur, and then assign local police patrol these areas. Most units who employ some form of predictive policing software (PredPol, Hunchlab, Civisscape, or Crime Scan) do so to prevent residential break-ins. However, some police departments such as LAPD and Chicago Police Department have taken the software one step further and are using it to identify offenders future behaviour.

Many have praised predictive policing technologies as a mechanism for reducing crime, maximizing scarce resources, and substituting human biases with hard data. Yet, predictive policing is criticized by privacy and racial justice groups for its potential impact on poor and minority communities and implications for civil liberties due to implicit biases in the algorithms underlying the technology.

There is not yet sufficient robust evidence to support or refute the effectiveness of predictive policing as it is still largely in its infancy. To date, there has been only one independent study of a place-based predictive-policing system which found the software had no statistically significant impact on property crime in Shreveport, Louisiana. There was no statistically significant change in property crime in the experimental districts that applied the predictive models compared with the control districts; therefore, overall, the intervention was deemed to have no effect.

Many departments in Canada have been slower to adopt and invest in predictive policing technologies than their American counterparts. But perhaps, the recent example of the Vancouver Police Department acquiring and employing predictive technology illustrates that it is worth the investment. Vancouver has implemented predictive technology and demonstrated that it reduced property crime by as much as 27% in areas where it was tested, compared to the previous four years.

Predictive Policing in Action

Pennsylvania

New predictive technology has been implemented by the Pennsylvania Sentencing Commission. The commission has been employing a risk assessment, with success, to highlight individuals for alternatives to prison time. To alleviate fears over racial bias and profiling the commission has operated transparently in terms of assessing the technology's success and has held 11 individual hearings to invite feedback on the algorithm.

Vancouver

The Vancouver Police Department recently introduced a city-wide predictive policing technology after a successful six-month trial. The new technology is the first to be implemented in Canada and will exclusively focus on predicting, and thus hopefully preventing, break-ins. The software works by examining historical records of break-ins around the city and can generate where future break-ins are likely to occur over two-hour intervals, within a 100 to 500 metre radius. Preliminary data during the trial indicated that the system reduced property crime by as much as 27%, compared to the previous four years. The system is thought to be about 80% accurate, but more research is required to establish this parameter.

Chicago

The Chicago Police Department has gone one step further with predictive technology as it uses predictive policing software to identify both offenders and victims. The technology uses an array of factors to generate the infamous Strategic Subjects List (SSL) which details the individuals estimated to be at highest risk of being involved in gun violence. Specifically, an algorithm is used to analyze data such as gang affiliations, criminal records, past shootings, and previous contact with police. The police then use the generated data and list to approach individuals on the list to try and intervene before a crime is committed. Additionally, the police engage community members and social service groups to also connect with identified individuals. The list is approximately 400 names long and the police department states that the people on the list are responsible for the majority of crime in Chicago. The software also allocates a number to each name. The higher the number, the greater the chance that the individual will be involved in criminal activity. Advocates of the model contend that one of the benefits of the model is that it does not use race, gender, ethnicity, or geography. Racial and social justice groups are much less convinced as they say the system for generating the list is often kept secret and it is not clear whether implicit biases are embedded in the algorithms.

Focused Deterrence Strategies

Focused deterrence involves "*assigning officers to a particular area and freeing them from responding to calls for service so they can engage in proactive investigation and enforcement of suspicious activities*". Focused deterrence strategies are predominantly concerned with equipping police departments with the capability to increase the reliability, speed, and intensity of punishment via a number of mechanisms, often by engaging with offenders directly to convey to them the consequences of non-compliance and motivation for refraining from illegal behaviour. This model of policing usually focuses on high rate offenders such as gang members or drug traffickers.

Operation Ceasefire in Boston in 1996 offers a good example of this policing model. During Operation Ceasefire gangs were identified and explicitly told by police and prosecutors that violence was no longer going to be tolerated and that should any violence occur after the explicit message every available legal lever would be pulled to bring an immediate and certain response. This is known as the 'pulling levers' framework

which was popularized during this ceasefire and which empowered police departments to act swiftly and seriously. Typically, this message of zero tolerance is issued alongside a message of help, highlighting alternative options to criminal activity and the availability of social and employment services.

To date, empirical evidence has shown focused deterrence strategies to be effective in lowering crime, particularly violent crime. One recent study reviewed 24 eligible studies and identified strong positive findings for focused deterrence approaches. Programs which focused on gang violence tended to have stronger effects than programs focused on drug market violence. There have also been some individual program evaluations which have supported the effectiveness of focused deterrence strategies. For example, a study of the High Point Drug Market Intervention in North Carolina in 2012 found that targeted census blocks (the treatment group) experienced a 7.9% decrease in violence, which was considered to have a statistically significant reduction. If a focused deterrence strategy is to have a chance of success it must at least create a credible deterrent threat. Creating a credible threat is achieved to some degree, by narrowing the focus of intent to specific offenders or locations. Operation Ceasefire was considered credible because gang members believed the police could effectively target members who were offending in small geographic areas.

Focused Deterrence Policing Strategies in Action

Seattle

The Seattle Police Department have employed the Drug Market Initiative (DM"), a focused deterrence strategy, on three occasions. Similarly, to Operation Ceasefire in Boston, drug dealers were advised during a call-in meeting that should they continue to engage in criminal activity they would be arrested and prosecuted. The offenders were also alerted to the alternative options and services that existed for them to access. In the case of the Seattle DMI, low-risk drug dealers were the focus of this operation. The Seattle Police Department is also operating a program called Law Enforcement Assisted Diversion ("LEAD") which focuses on low-level drug and prostitution offenders. Similarly, to DMI, the LEAD program aims to connect offends with treatment and services. Low-risk offenders can avoid charges if they engage with and complete the program of services. The evaluation suggests several positive outcomes from LEAD, including reduced recidivism and criminal justice system costs.

New Orleans

New Orleans implemented the Group Violence Reduction Strategy (GVRS), a focused deterrence strategy, which aims to confront persistent, citywide patterns of violence. The intervention engages interagency partnerships and data analysis to highlight key offenders who are responsible for a disproportionate percentage of violence in the city. In addition to pinpointing high-risk individuals, GVRS is also designed to inform these individuals of social services which are available and if they choose not to engage with social services and continue to commit crimes they will be arrested and prosecuted

without hesitation. Upon evaluation, statistically significant reductions in homicide were reported, as were reports of gang member-involved homicides, and firearms assault.

Integrated Policing

Integrated policing is "*a philosophy that recognizes the value of bringing together the resources of different law enforcement agencies to combat a particular crime problem.*" Integrated policing is typically employed when the nature of a crime is costly, time-consuming, and complex to investigate, and impacting multiple jurisdictions. A number of integrated policing teams operate across Canada and British Columbia addressing a range of issues. Teams can be integrated at the federal, provincial, or regional level. An example of some provincially integrated teams in British Columbia includes the Combined Forces Special Enforcement Unit, Hate Crime Task Force, the Real Time Intelligence Centre, and the Integrated Technological Crime Unit. Integrated teams rely on formal agreements to guide their partnerships, ensuring that member partners contribute to agreed staffing levels, equipment, infrastructure, and operational expenses. Governments may also assist by providing funds to cover salaries, infrastructure, and other expenses. Jurisdictions generally share the cost of these units based on a pre-determined funding formula.

The benefits of integrated policing are well recognized and include economies of scale, access to specialized equipment, information sharing, eliminating duplication of work, enhanced training and personnel, and increased effectiveness in addressing criminal activity that affects more than one community or geographic region. Smaller police departments have reported gratitude for integrated police teams. However, some larger districts have, at times, demonstrated a reluctance to join and invest in integrated teams, particularly if they feel they are simply subsiding other police departments by sending resources to an integrated team.

Integrated Teams in Action

Victoria

The integration of teams is expanding beyond just police collaboration. A recent report highlighted the success of the integration of the Victoria Police Department with the healthcare based Assertive Community Treatment (ACT) program. While ACT began in the early 1990s, to help people living with complex mental illnesses and substance use disorders, police officer integration on ACT teams was largely uncommon. More recently, in Victoria, police officers have been integrated into ACT with success. The report's findings have far-reaching implications, as it documents for the first time the strengths and challenges of a police presence within the ACT approach.

Halifax

The Halifax Regional Police are integrated with the RCMP based on an assessment of empirical evidence that indicated the most effective way to share resources. Their analysis revealed that integration was most effective for high-level criminal investigations, such as homicides, sexual assaults, and fugitive offenders. As such, they

formed a single integrated unit which became known as the Criminal Investigation Division. Approximately 30 RCMP officers and 90 officers from the Halifax Regional Police were deployed to the unit. The Officer-in-Charge of the division is originally from the Halifax Regional Police while the second in command is an RCMP member, which allows for close cooperation and collaboration. The result has been flexible, cohesive law enforcement for the busy capital of Nova Scotia.

British Columbia

Joining and forming integrated teams is not always welcomed by all police departments. For example, while BC has an Integrated Homicide Investigation Team (IHIT), not all police departments are members of this team. To date, the Vancouver and Delta Police Departments have not joined while West Vancouver police department was late to join. The premise for such reluctance is rooted in the belief that not many homicides are committed in these locations and yet these departments would be expected to pay into the IHIT leaving some departments feeling that they may simply be subsidizing other units. Table 3 summarizes the key aspects of modern urban policing models that have been deployed across jurisdictions. It outlines the advantages and challenges of implementing these models and highlights those that have proven effective.

Typology	Locations Implemented	Predictive Element	Advantages	Challenges	Effective
Hot Spot Policing	Toronto Los Angeles Florida	Yes	Effectively targets geographic areas which typically produce a disproportionate level of crime in cities	Positive outcomes in terms of crime reduction might only be achieved because police officers patrol the identified high crime areas. Suggesting that hot spot policing doesn't solve the root problem but just deters illegal activity so long as officers are focused on a given area.	Yes
Community Policing	Seattle Halton Calgary	No	Works to bring the community together to prevent and solve crime, to educate them, to involve them in decision making and enhance community trust in the local police department	Community policing (CP) might work best when combined with other approaches. CP is also expensive and labour intensive. In implementing CP, must be conscious not to signal a retreat from the prosecution of organized crime and sophisticated white-collar criminals.	Insufficiently responsive to community.
Problem-Oriented Policing	San Diego Stockton, California	No	Attempts to solve the root cause of problems in the community which benefits them in the long-term. Typically uses mediation and negotiation skills to resolve issues as opposed to blunt force.	POP has been labelled by some as impractical because of limited police resources and this model requires significant time and personnel input. Additionally, it has been queried whether police officers have the analytical ability to conduct sophisticated problem-solving projects.	The studies to date have signalled moderate effectiveness. More research is needed.
Predictive Policing	Pennsylvania Vancouver Chicago	Yes	Has the potential to focus scare in resources in areas which require the most police attention	Predictive policing software can be expensive. It also raises issues of racial profiling and has yet to be conclusively proven as effective.	More research is needed.
Focused Deterrence Policing Strategy	Seattle New Orleans	No	Effectively used to target high-level offenders	Requires the cooperation of repeat offenders to engage in the program. It is also labour intensive, and results are unlikely to be seen instantly.	Yes
Integrated Teams	Victoria Halifax British Columbia	No	Shared resources, avoid duplication of work, economies of scale	Some departments may be unwilling to join forces and allocate personnel and resources to the integrated unit.	Yes

Table 3 – Comparison of Policing Models

One of the underlying factors that can affect the success of these modern policing strategies is the degree to which they are built on accurate and current information. Given this, it is essential that police pay significant attention to building an effective and reliable information management framework.

4.4 Best Practices in Law Enforcement Recruitment

Recruitment, selection and training have become critically important issues for police departments around the world in large part because of significant changes in the philosophy and nature of policing, higher expectations by their constituencies and continuing professionalization of the police. Police departments must ensure their recruitment plan is in line with key best practice approaches including:

- Consideration of a broad range of post-secondary education for both experienced hires and recruit candidates;

- Hiring for resiliency to support positive mental health and employee wellbeing and appropriate screening of applicants using psychological testing and assessment of emotional intelligence;

- Recruitment outreach and promotion using proven approaches that recruit for diverse applicants that are representative of the city;

- Screening of candidates based on knowledge of big topics and trends in policing with a focus on community-responsive and problem-oriented policing; and

- Recruitment processes that support and guide applicants through each step of the process.

The following outlines some detail on each of these areas of best practice.

Post-Secondary Education

In 2018, according to Statistics Canada data, there were over 99,000 police officers in Canada. Approximately half of existing officers and 60% of recruits have completed college, obtaining an appropriate diploma, certificate, degrees or graduate education program. Given the increasing demand for post-secondary education in law enforcement and increasing professionalism of policing in general, it is important to ensure that the quality and content of post-secondary programs marketed to students as appropriate for a policing career, matches the needs of potential employers.

Recent studies of post-secondary programs have demonstrated that not all programs marketed for policing careers are sufficiently evaluated to determine their efficacy for preparing recruits to meet departments' current and future needs. Research findings are mixed as to the utility of current college and university-based programs that seek to produce individuals with the knowledge, attitudes and skills desirable in police recruits. In addition, a 2018 study by Huey, Peladeu and Kalyal found that criminology and criminal justice degree holders should not be privileged in the recruiting process over

applicants from other disciplines. A police department will need to recruit candidates with appropriate post-secondary education from a range of disciplines to ensure applicants to ensure the broad depth of skills, knowledge and experience needed to support a community-responsive policing model.

Hiring for Resiliency & Applicant Screening Tools

A major trend in police recruitment is attention to issues of resiliency and the mental health of applicants. The nature of police work is continually evolving and officers today work within complex task and decision-making environments that require them to have understanding of police operations and administration, and different anti-crime strategies and technologies, but also the ability to function at peak performance in an environment of increasing public scrutiny, organizational and operational stress.

This makes it more important than ever that recruitment process focus on employee mental health and wellbeing and hire for resiliency and stress management skills. The American Psychological Association defines resiliency as the process of adapting in the face of adversity, trauma, tragedy, threats or significant sources of stress. As the number and variety of challenges facing law enforcement continues to increase, the law enforcement profession must hire for candidates that demonstrate resiliency. There is significant research examining stress in law enforcement and among first responders. Some studies have focused on how to screen for candidates that have increased innate resiliency and/or aptitude to be trained in stress management and resilience.

A University of Pennsylvania study found that several characteristics can be examined during the recruitment process through psychological assessments and interview techniques to increase the chances of hiring a resilient workforce for policing.   These include individuals demonstrating characteristics such as:

- High self esteem;

- Optimism;

- Flexibility;

- Ability to move on from traumatic events/hard times; and

- Ability to build and maintain strong social support networks.

Studies have also shown significant correlations between emotional intelligence and police job performance. After controlling for general abilities and personality traits, emotional intelligence has been found to explain additional incremental variance in predicting police job performance.

Hiring for Diversity

First responders, including law enforcement, serve a crucial role in the safety and wellbeing of the community. Members of the public and officials are placing renewed focus on ensuring that the police have strong relationships with their local communities,

in part by ensuring that police reflect the populations they serve. The potential benefits of increasing diversity and moving towards greater representation could also provide more rewarding employment opportunities to historically underrepresented populations.

There is considerable research in this area and several promising recruitment practices have been identified. These include population specific outreach, partnerships with colleges and high schools, and incentivising recruits with multiple language skills. Information sessions and community engagement activities provide opportunities for recruit candidates to learn more about policing careers while also fostering a positive image in the community for the department, particularly among previously underrepresented populations. In addition, there are research studies proving the efficacy of non-traditional outreach methods including use of social media, online processing recruitment software tools, and promotional collateral and approaches that focus attention on the service orientation of potential recruits. Events also provide opportunities for candidates and their families to learn about the department's culture.

Screening for Knowledge
Recent research has also demonstrated the importance of selection of candidates based in part on their knowledge of the big topics and trends in modern urban policing. The nature of police work is being fundamentally altered as a result of the ever-increasing array of challenges that police organizations face. Police organizations today must attract and retain a dynamic and flexible workforce that understand issues such as problem-oriented policing, focused deterrence strategies, hot-spot policing, predictive policing, integrated policing and use of policing technologies.

As community-responsive and problem-oriented policing have become the accepted philosophy for law enforcement, the selection of sworn employees who are attracted to service and problem-solving becomes important. Although arguably psychologists have difficulty validating factors that reflect attributes and abilities necessary for effective performance, it is possible to screen for problem-solving, decision-making and the ability to gain new knowledge, technology, and procedures.

Such knowledge will be useful for future recruits in developing a clear understanding of the challenges and realities of modern policing, but it will also lead to time and cost savings in terms of training and development when recruitment processes are attuned to the existing knowledge base of recruits and experienced hires.

Experienced sworn employee applicants that demonstrate awareness of and experience in big topics in policing will have advantages over candidates who are focused on traditional enforcement oriented policing approaches.

Supportive Recruitment Processes
Another key trend in recruitment best practices is the structure and design of the recruitment process itself. Recent studies have also demonstrated the efficacy of

mentoring candidates through the process, a role that early hires to the Training and HR Sections can participate in to support the TRU.

Studies have shown that if the process drags on, or candidates do not receive timely updates and communications at various stages, they may lose interest or grow impatient, as police recruitment is, by design, a multi-stage process. Assigning a mentor to candidates may help keep applicants aware of their progression throughout the recruitment steps.

4.5 Best Practices in Recruit Training

Principles for Best in Class Recruit Training

Police agencies and educational institutions are continually striving to improve how police training, research and education are delivered. Innovative and creative change requires an understanding of how to integrate training to meet the future demands of the profession. In Canada, the enforcement of the federal criminal code is the same throughout all provinces and territories. Therefore, police training, police practices, and investigative policies are standardized regardless of a police officer's location in the country.

In British Columbia, all municipal, transit, and tribal police recruits are trained at the JIBC Police Academy. In 2016, the Police Academy implemented a recruit-training program that is centered on the development and assessment of the Police Sector Council's (PSC) National Framework of Constable Competencies. The core aspects of this program include: integrated delivery of materials focused around common patrol-level calls, application and performance through case-based and scenario-based learning activities, development of individualized training plans with instructors mentoring recruits over the course of training, performance-based assessment exam scenarios, and assessment portfolios at the end of each component of training. This is the first police recruit training program in Canada to directly integrate the PSC competencies.

The Canadian Association of Police Educators (CAPE) is a national organization dedicated to fostering collaboration among police educators to ensure police service training representatives along with university and community college criminal justice program researchers, professors, and administrators collaborate to innovate in recruit training best practices.

In addition, the Canadian Police Knowledge Network (CPKN) and Canadian Society for Evidence Based Policing (CANSEBP) work to improve the professionalism of police training nationally. The Police Research Lab at Carleton University, University of Toronto (HART Lab), Wilfred Laurier University and Simon Fraser University are a few of the Canadian institutions conducting important, timely police related research and improving the professionalism of police training and education.

A 2017 study *Preparing Police Recruits of the Future: An Educational Needs Assessment* at Western University provides important insights into a review of Ontario police

recruitment programs. The study noted some key recommendations of relevance to recruit training:

a) Applied college diploma programs should consider increasing analytical content to build critical reasoning skills;

b) Post-secondary education programs that are marketed to students as appropriate for a policing career should match the needs of the future employer;

c) University based degree programs should implement skills-based course work that build the professional skills of students (i.e., communication, teamwork, leadership and ethics);

d) College-university hybrid programs should combine practical, applied aspects of police work with broader skills and knowledge, such as critical thinking;

e) Development of experiential learning modules place students within different communities as a means of learning to respect and value diversity; and

f) Criminal justice programs should also include a range of instructional methods, from e-learning and simulation/role play exercises to student placements, professional mentorships and internships.

Canadian Police Training Models

The majority of police recruit training programs in Canada still operate under a traditional educational model, which does not align with best educational practices. The traditional model has a strong emphasis on instructor-led instructional methodology, with a heavy focus on lectures, which often have an instructor reading to recruits from a PowerPoint presentation. Lectures leave the recruits as passive learners, rather than as active participants in their own learning and development. Lectures and inflexible lesson plans have all recruits doing the same activity at the same time, which leaves the recruits to be developing at the instructor's or program's pace, and not the learner's pace.

The ability for recruits to practise demonstrating the skills they will be required to develop to work through scenarios and simulations is infrequent. Inflexible scheduling means that recruits often have to move on before actually mastering the learning outcome or competency that is required of them. Learning in this way also requires additional resources for 'remediation' when recruits fall behind. Many agencies noted that they dedicated thousands of dollars in remediation per class.

Research has identified that individuals may indeed approach learning from distinct patterns, but a large majority of police training is conducted in a very uniform manner, consistent with behaviorism, with little regard for individual differences in learning (Birzer, 2003). Consistent with the research, police training environments should be free of fear (Birzer, 2003).

How Adults Learn

Studies that measure effective practices in adult education typically base their analysis on Knowles' (1980) basic tenants of andragogy: (a) the adult learner wants to self-direct his or her own learning, (b) the adult learner wants to call upon life experiences as an asset to learning, (c) the adult learner wants to align their learning needs to their roles in society, (d) the adult learner wants to apply knowledge immediately, and (e) the adult learner is internally motivated (McIntrye-Hite, 2016). Training should be oriented to a mission and align to what police officers need to know in order to do their job effectively (Birzer, 2003). The learning environment should mirror the on the job environment as much as possible.

To this extent, learning environments can be set up so that learners can engage in self-directed group discussion and active debate, in a comfortable environment – both physically and psychologically. Recruits should work out differences and develop strategies for effective communication and collaboration on perspectives. This would mirror what police officers would encounter on the job, with the many voices, perspectives and varied problem-solving strategies (Birzer, 2003). Instructors then can manage the classroom by allowing participants to share their experiences and knowledge, integrate new knowledge, and provide strategies that will allow transfer of learning back to the job (Zemke and Zemke, 1998 in Birzer, 2003).

Casey and Sturgis (2018) have identified several tenets of how adults learn:

- Learning is an activity that is carried out by the learner. Students do not simply absorb information and skills. Rather, learning requires active engagement and effort and effort is influenced by motivation. People learn new knowledge optimally when their prior knowledge is activated. Learners need to have structures to organize and retrieve information. Thus, attaching new information to what they already know in a context where that knowledge is accessible, relevant and responsive to cultural understanding can be helpful in mastering new ideas and skills.

- Acquiring new knowledge and skills requires effective feedback. Effective feedback focuses on the task (not the student) and on improving (rather than verifying performance). Assessing student learning, identifying misconceptions or gaps in understanding and providing feedback are critical steps in the learning process. Assessment information is as important to helping teachers to adjust their teaching strategies or improve their skills as it is for helping students adjust their learning strategies.

- Learning is a social process. Learning occurs in a socio-cultural context involving social interactions. Students need opportunities to observe and model behaviors — both from adults and peers — to develop new skills. Dialogue with others is needed to shape ways of thinking and constructing knowledge. Discourse and

collaborative work can strengthen learning when they allow students to assist each other and take on expert roles.

- Learning occurs through interaction with one's environment. The human brain, and therefore learning, develops over time through exposure to conditions, including people, experiences and environmental factors. A person's culture may also serve as "context" that influences learning. Learning occurs best in conditions that support healthy social, emotional and neurological development. Students will be more motivated in schools when they believe that they are accepted, belong and respected. Optimal learning environments attend to and seek to ameliorate status differences and social hierarchies so that students do not feel marginalized, ostracized or threatened.

Competency-based Education

Competency-based education has ties to the industry that students are being prepared for. Competencies are often anchored to external expectations, such as those of employers. To pass a competency, students must generally perform at a level considered to be proficient or exceeding expectations on the job (Gulikers, 2004). In competency-based education the focus is on authentic learning and authentic assessment, with authentic reflecting what is required on the job. Acquiring skills and knowledge is important, but a competency requires students to process that learning in a way that enables them to apply it in a variety of situations (Gervais, 2016). One of the key benefits of competency-based education is that learning centers on real-world skills development needed for a career (McIntyre-Hite, 2018). A competency can be defined as the application of knowledge, skills, and behaviors used in performing specific job tasks.

True competency-based education combines an intentional and transparent approach to curricular design with an academic model in which the time it takes to demonstrate competencies varies and learning is held constant. Learners acquire and demonstrate their knowledge and skills by engaging in learning exercises, activities and experiences that align with clearly defined programmatic outcomes. Learners receive proactive guidance and support from faculty and staff. Learners can progress by demonstrating mastery through multiple forms of assessment, often at a personalized pace (McIntyre-Hite, 2016).

The foundational tenets of competency-based education include that it be learner centered; learners can progress at an individualized and flexible pace upon demonstration of mastery of competencies. The benefit of a competency-based education system is its ability to better bridge the gap between academia and employer needs. Transitioning away from seat time, in favor of a structure that creates flexibility, allows students to progress as they demonstrate mastery of academic content, regardless of time, place, or pace of learning. Competency-based strategies provide flexibility that provide students with personalized learning opportunities. This type of learning leads to better student engagement because the content is relevant to each student and tailored to their unique needs (McIntyre-Hite, 2018).

Applied Learning and Skills Training

As police officers will be practitioners, it is essential that they acquire not only the knowledge required for the role, but that they are then given situations in which they can apply their knowledge in the various ways that will be expected of them on the job. As traditional education has a long-established tradition of focusing on information transfer, the processes needed to develop skills are different from those used to accumulate information (Gervais, 2016). While information can be learned very quickly, skills development takes repetition, structure and regular feedback (Gervais, 2016). Looking at how an individual learns, must include examination of the neuropathways for learning. There are two separate memory systems within the human mind, episodic and semantic memory, that encode information, and a third, procedural memory, that is critical for skills learning (Joordens, 2018).

Procedural memories build up via repeated practise of skills, preferably in a structured environment that provides as much feedback as possible (Joordens, 2018). That is, one learns a skill by performing that skill, poorly at first, but with repeated structured practice in a feedback rich environment the performance of the skill improves and continues to improve with more such practice (Joordens, 2018). Skills development is enhanced by regular feedback that encourages the "student" to reflect on their abilities (Joordens, 2018).

Mindshift Change: Instructor-Led to Learner-Centered Instruction

In a traditional classroom, instructor led, instructor-centered, or direct instruction implies that instructors are the formal authority and expert and their role is to pass on knowledge and information to a passive audience (the students) (Bergmann and Sams, 2012). The instructors 'teach' by offering information through the way of guided reading activities, informational lectures, demonstrations, or video presentations. The students then watch, listen, and take notes. Homework is then assigned, based on the information taught by the instructor with the direct intention to have students independently practise skills, rehearse, or expand on the information presented by the instructor at home, or under no direct supervision. The instructor then would the follow up with an assessment of the student.

Although direct instruction can have its place in education and learning, the literature is clear that adult learners do not learn in this capacity as effectively as in other techniques (Wheller and Morris, 2010). Instructor-led instruction limits the student's ability to interactively engage with their own learning. This traditional technique is not aligned with the best practices in how students learn, and how adult learning techniques can be applied (Gervais, 2016). Traditional education has its many challenges and issues. One such issue is that traditional education generally teaches to the masses, time is fixed, and learning is the variable. This allows students to advance with gaps in key knowledge areas and does not prioritize real mastery of holistic success skills. This type of education is unlikely to actually prepare learners for the future or close equity or knowledge gaps (Klein-Collins, 2012). A technique that is more in line with adult learning principles is

increasing student engagement with their learning, a key concept of learner-centered instruction.

Police education has long been criticized for its instructor-centered focus and for failing to promote effective communication, critical thinking and problem-solving skills required for effective police operation (Davies and Kelly, 2014). An increasing shift has occurred in which learner-centered techniques are being encouraged in police education to deeper learning with a higher level of cognitive engagement among police students (Davies and Kelly, 2014). One of the fundamental tenets of learner-centered education enables students to be active learners who do more work in class than a traditional lecturer would, creating a shift in the power relationship between student and the instructor (Davies and Kelly, 2014). This paradigm shift has shown progress in many educational institutions, and police education has started to adopt this shift internationally (Davies and Kelly, 2014).

Best Practices in Instructional Design and Development

A review of the literature reveals that there are a number of established best practices for the design and development of instruction. The detailed planning and development of mechanisms for delivery of instruction are essential for ensuring quality in education (Goksu, et al., 2017). The emergence of new technologies has had a significant impact on instructional design.

Advancements in educational and instructional strategies have highlighted the shortcomings in the design of traditional instructional models. In higher education, the principle of constructive alignment for devising teaching, learning activities and assessment tasks is the underpinning concept in instructional design and development to achieve intended learning outcomes (Ali, 2018). Many instructional designs are modeled on ADDIE and Problem Based Learning (PBL) approaches which have been shown to improve academic success (Ali, 2018). Creating a learning environment in which deep learning can occur is the responsibility of the curriculum developer who ensures that there is synergy between formative and summative assessment (Ali, 2018).

Critical Issues Surrounding Police Recruit Training

The broad range of demands that are made on the police within the dynamic environments in which officers work requires that recruit training provides officers with the knowledge and competencies necessary to be effective in their work. It is critical that police officers have the requisite competencies, including cultural competencies, to effectively carry out their role.

Despite the importance of recruit training, recruit training programs, and curricula, the methods used to deliver training have rarely been subjected to either internal or independent evaluation (Huey, 2018). There are few evaluations of the efficacy of recruit training or on how recruit training affects the attitudes and behaviours of officers once they are deployed. As one police scholar has observed, "In reality, there is little research to date on the impact of any police training, we rarely evaluate, we rarely obtain

structured feedback on outcomes measured on the street, and thus we never understand whether training is achieving our intended goals" (Mitchell, 2016:22-23). More specifically, there is a lack of research on whether police academies provide recruits with the core competencies to be effective in carrying out mandated and assumed responsibilities.

Concerns have been expressed about the "absence in the police training literature on concrete, empirically supported instructional strategies that can be incorporated into training to promote the long-term retention and transfer of learned skills and knowledge" (Lum, 2016; Mugford, Corey and Bennell 2011: 314). This makes it difficult to determine the effectiveness of police training both in developing core competencies and in preparing officers for a successful career in policing. The absence of a body of research on police recruit training is due, in part, to the historical divide that has existed between the police and university-based police scholars (Griffiths, Murphy, and Snow, 2013) where police training has been viewed as training for a craft and, therefore, there was no need for training to be research informed (Stanko and Dawson, in Huey, 2018).

Further, even the best recruit training program cannot prepare officers for all of the situations in which they will become involved. This reinforces the importance of an effective recruiting process. As one senior police leader stated, "Who you hire to do the job makes a difference" (Lantigua-Williams, 2016:5).

Police scholars have also raised concerns that recruit training has not kept pace with the changing models of policing, more specifically, the implementation of community policing (Werth, 2011). A related concern is that police training is still oriented toward the warrior role of the police and reflects "an authoritarian-based model geared to produce a student who obeys orders without question and provides (i.e. regurgitates) the appropriate response as provided within policy, procedures, or during the lectures" (Vander Kooi and Palmer, 2014:176). This approach "does not facilitate an environment for reflective learners who analyze, evaluate, consider alternatives, and then respond" (Vander Kooi and Palmer, 2014: 176).

It is imperative to understand the return on investment that training brings to a police service and the communities they serve. Training programs exist to enhance officers' knowledge, attitudes, skills, and behaviors. The challenge is to determine whether training programs are producing police officers with the required core competencies to function effectively as police officers. One challenge is in determining the applicability of best practice training approaches used in other professions, such as the field of medicine. This field has been at the forefront of innovation in the use of simulations and scenarios, case-based and problem-based learning, and in the use of a variety of methodologies to assess the competencies of medical students.

This could provide a model for police recruit training, although the extent to which this can be replicated in police academies remains to be determined, as are the capacities that police training facilities would require to effectively utilize these strategies. Research comparing problem-based learning and traditional approaches to instruction in police

academies found that while both instructors and recruits favoured problem-based approaches, there were few statistical differences in learning outcomes between the two approaches (Vander Kooi and Palmer, 2014). This suggests the need to study the dynamics of the learning environments in police academies, as well as the capacities of recruit training facilities, including the quality of instruction, how the various learning approaches interface with one another, and other qualitative dimensions of the recruit learning experience.

Another important consideration is the research finding that the training that recruits receive in the police academy may account for as little as 10 percent of the performance variance in the field training program (Caro, 2011:357). This relates to the concept of "learning transfer," wherein police recruits are able apply the knowledge and skills learned in the police academy once they are in the field. It also highlights the important requirement for a seamless thread of continuity and for alignment between the academy and the recruit's field training.

In discussing the current state of research on police training, and the extent to which police recruit training is evidence-based, a police scholar stated:

"There is little research on to date on the impact of any police training. Policing has done a poor job of evaluating any of its training methods, from academy and in-service training, to specialized training such as Crisis Intervention Training, Implicit Bias Training, or Diversity Training (to mention a few examples). Policing as a profession continues to create new training programs to address contemporary problems without every firmly establishing whether the training is the appropriate solution." (Mitchell, 2016:22)

When properly designed and delivered, training increases both the effectiveness and efficiency of employees (Birzer, 2003). However, there appears to be a lack of information on what constitutes best practice in police training. With the inclusion of curriculum developers, police agencies and training academies are now relying on experts in education to help reshape their training programs, and to provide an educational environment that is grounded in educational best practices.

Police-training programs have often struggled to move away the traditional militaristic environment (Birzer, 2003). Many have argued that the paramilitary model of policing has promoted a warrior-like mentality and has created a myriad of problems not only in the training environment but also in the general culture of the organization (Birzer, 2003). The ideal police recruit training environment would incorporate adult educational methodologies and learning strategies (Birzer, 2003). This, however, requires a paradigm shift in how police recruits are taught.

Among the findings of a review of recruit training in 13 Canadian police academies was a finding that "the clients' [receiving departments] appreciation of the proficiency level being achieved in academies is lower than the academies perceive" (Hay Group, 2011:26). The report noted that "there is significantly more competency development that needs to be done in field training and through on-the-job experience" (Hay Group, 2011:26).

Many police training academies focus a considerable amount of attention on crime-fighting and enforcement, to the exclusion of time spent training officers in community engagement skills and self-care. Commenting on police training at the Ontario Police College as part of a review of street checks in Ontario, Mr. Justice Tulloch stated:

"The majority of police work involves dealing with issues of social discord rather than responding to actual crimes. Yet only two hours of Ontario Police College training is spent on community policing and two hours on interactive policing. In other words, as recounted by several police stakeholders, 90% of police training is for what officers do 10% of the time." (2018:174).

As a Canadian police scholar has stated:

"There is a need to develop a stronger evidence base through research and evaluation to identify which models are more effective than others. In the meantime, when choosing a training or research model for either corrections or policing, organizations may be best served by reflecting upon their values, mandate, structure, and what they hope to accomplish. These considerations will likely lead to the training and research models best suited to their needs." (Jewell, 2013: vii)

Regardless of the model of police training, recruits often struggle to retain all of the information that is provided to them during their time at the training academy. One officer described the challenges of attempting to absorb all of the materials being presented during recruit training as akin to "drinking from a firehose" (Griffiths, Montgomery, and Murphy, 2018:250).

It has been noted that in Canada "There is no single, standard, nation-wide model for how constables are trained. The process can take a few weeks or a few years, depending upon where you live, the Police Training Academy (PTA) where you train, and the police service that you eventually join" (HayGroup, 2011:1). Concerns have been raised about the differences in recruit training, and questions have been asked about whether all recruits are receiving training in the core competencies set out by the Police Sector Council (HayGroup, 2011:6).

Many traditional educational programs in policing have not been developed with the rigour of an instructional design model. Reviews of police training often recommend the involvement of an instructional designer/curriculum designer who can assist with the development of instructional practices. As a consequence, police services are giving increasing attention to ensuring continuity between the training a recruit receives in the academy and the supervision provided once the new recruit has moved into operational policing.

The recruit's field training may have as significant an impact on the subsequent performance of a recruit as the academy (Caro, 2011; Engelson, 1999). There is some evidence, though, that in some cases field training may negate the recruit's positive attitudes toward various aspects of policing, including community policing and problem solving (Haar, 2001). Given the role of field training in moulding the attitudes and

perceptions of new recruits, it is important for police services to select FTOs carefully and to monitor their approach to that role (Novakowski, 2004).

A review of the literature reveals a several best practice recruit training programs operating in other jurisdictions, most notably in the U.S.A. The operant model in recruit field training is problem-based learning (PBL). This approach provides an opportunity for police recruits to apply the knowledge gained in the academy to real-world situations to demonstrate problem-solving and critical thinking (Makin, 2015:4).

The Current State of Police Recruit Training

A review was conducted of police recruit training programs in England, Wales, Australia, and New Zealand, as well as across Canada. Best practices in specific areas of police recruit training are discussed throughout this report. For example, best practices in field training are included in the field training segments. The following discussion considers leading practices in recruit training programs and police academies in England, Wales, Australia and New Zealand. The discussion is based on interviews with senior police officials, university-based police scholars, recruit training staff, administrative staff, and a review of documents.

"It is unfair to ask police to do a complex job with increased levels of scrutiny and accountability without the relevant depth of training needed to do that job." (Peter Fahy, *former Chief Constable, Greater Manchester Police and Specialist Advisor to House of Commons Home Affairs Committee Policing for the Future)*

There has been a move in England, Wales and in some states in Australia to a blended university/police academy training program for police recruits. This segment examines the drivers of change for police recruit training in these jurisdictions and provides some limited examples of the changes that have been introduced, particularly as they relate to the use of standards, and joint academic-police-community program development, delivery and assessment.

Police Recruit Training Standards

The College of Policing in the United Kingdom is a statutory body mandated to set police training, professional development, skills and qualifications standards, and codes of practice for policing in England and Wales. It was established by the Anti-social Behaviour, Crime and Policing Act (2014) and the Crime Act (2017). The College develops professional policing practice standards, learning standards for the national policing curriculum for recruit and specialized learning, fitness standards for recruits and specialist roles, and standards for police training roles. It maintains a register of approved training providers, has developed professional profiles that describe generic roles for police officers and police specific staff roles, and has developed a competency and value framework. It also provides associated products to support developmental reviews, promotions, assessment of competence and provides support and guidance for assessors (College of Policing website).

In Australia and New Zealand, the Police Advisory Agency (ANZPAA) was established by the Australasian Police Ministers Council (now known as the Law, Crime and Community Safety Council) to carry out the work of the Australia New Zealand Council of Police Professionalization (ANZCoPP), the body responsible for police education and training in Australia and New Zealand. ANZCoPP is comprised of the Police Commissioners and the police union presidents of Australia and New Zealand, who collectively make decisions on police professionalization and jointly fund work that has been agreed upon by members.

ANZPAA developed the Australia New Zealand Policing Profession Framework to guide its work on police education and training. Its focus is on building a flexible, professional, capable workforce, professional development, and developing a body of knowledge to drive informed, evidence-based decision making and foster innovation in cooperation with jurisdictions, universities and the Australian Institute Project.

A New Model of Police Training for England and Wales

Changes in police recruit training in England and Wales accelerated in 2008 after a BBC reporter went undercover as a new recruit and found that racism pervaded the training process. This, coupled with increased complexity, more expectations, increased scrutiny through the use of cameras and social media and a more robust stance by investigative bodies, led to increased calls for accountability and prompted increased emphasis on ensuring police officers understand and incorporate accountability as a critical component of professional policing in police training and practice.

Reviews found that police recruit training was not sufficiently comprehensive to address needs in new and evolving environments and did not incorporate consideration of local needs (Independent Police Commission, 2013: 31-34). Issues raised about officers' expertise included questions about their ability to meet expectations and requirements if they did not understand theory and doctrine. These and other issues prompted calls for a new police education training model to meet these needs. Research highlighted the need for a combined academic and practical program, informed by input from police chefs, politicians and unions.

In 2018 the College of Policing introduced a new entry requirement that specifies that police officers in England and Wales must have a minimum academic degree qualification. The new Policing Education Qualification Framework (PEQF) requires that recruits have either an academic degree or a degree in policing, or that they join policing and obtain a degree qualification through an apprentice degree program (Rogers, 2016). They conducted research which found that, to be effective police learning must be tailored to adult learning styles, and that theoretical and practical components must be properly integrated to ensure they can be sufficiently enshrined to withstand the influences of occupational culture (Mayor of London Office for Policing and Crime, 2018).

The report cautioned that failing to develop and adhere to a strategic roadmap that connected theory and practice in program delivery could be the downfall of a recruit

training program. Additionally, a Parliamentary Inquiry recommended a number of changes to police training in the UK, including increased training in online fraud, child sexual abuse, safeguarding vulnerable people, and mental health training for police officers.

The new training program is focused on providing entry level police officers with foundational knowledge and the skills and the ability to quickly recognize and call on specialists when needed. Foundations blend theory and practice in a way that requires officers to reflect on what they are doing and evaluate and assess why they are doing it. Accountability is incorporated throughout to ensure officers can articulate the theory, doctrine, and practice that backs up their actions. Programs can differ from one department to another, based on local police and community needs.

Historically, police recruit training in the UK focused on rote learning and regular testing. This model lost credibility over time as reviews found that police officers knew what to do and how to do it, but were not able to articulate why they were taking or not taking actions in complex situations, and did not understand the necessary theoretical foundations for decision making in investigations. For example, they did not understand the value of, or how, victimology and risk assessment needed to be considered and incorporated into domestic violence investigations (interview with Advisor to House of Commons Home Affairs Committee Policing for the Future (UK)).

In the UK police officers at all levels are now required to evaluate intelligence and the impacts of what they are doing based on potential threat, harm and risk. They are being held accountable for their actions and are being taught, at all levels, to record decisions made, as well as the rationale for those decisions, to assist them in responding to questions and to help them make better decisions.

Each of the 43 police forces in the UK are responsible for providing practical training for recruits that meets the standards set by the College. They are required to identify and work with a College of Policing-qualified and authorized academic institution to incorporate the theoretical and academic components into the learning process. In some cases, the programs are fully integrated; in others they are not. For example, the South Wales Police Force and University of South Wales/Gwent police recruit training program fully integrates the policing stream and the academic stream.

The University of South Wales, a College of Policing approved learning centre, in cooperation with the local police, provides training for police recruits in the Degree Apprenticeship Program and the Police Constable Degree Program, as mandated by the College of Policing. The university is revalidated every five years to maintain its qualification. Modules and programs are reviewed annually. The university is equipped with simulation suites and crime scene house and all other facilities needed for recruit training.

Recruits are employed at the beginning of the program as trainees. The part-time, three-year program combines academics and skills building. Practical training, including officer

safety training, is jointly provided. The university provides centralized quality control through development of an academic blueprint. Police training officers work with the university team members to ensure the centre program is recognized and can be accredited.

The program is modern and immersive. For example, academics teach laws and authorities and why an officer should or should not arrest. This learning is complemented by practical sessions taught by a police instructor on how to conduct an arrest and arrest related processes. In another example, when working with crime scenes, academics teach the criminal law, and powers of search and seizure, while police specialists teach crime scene awareness, evidence preservation and scene protection. The instructors work together to build not just legal skills, but also critical thinking and articulation skills that enable recruits to think about what they have to do and why, in a way that incorporates ethics, decision making processes, and presentation of facts.

Requests for additions or changes to the program can be made by the university or the police. Once developed and approved at the university level, proposals are signed off by the deputy chief of police. Within the past year, modules on cyber/digital policing and counter terrorism have been added to the recruit training program. For example, they have added play stations, memory sticks shaped like chess pieces and, cell phones to crime scenes to teach recruits how to recognize and preserve potential digital and physical evidence. Sub-topics on the theme of counter-terrorism have been integrated with cultural competency training and now include what officers should look for, unintended consequences and impacts of these crimes, strategies and techniques to reduce barriers to connections with communities, and how and where to access services for victims.

Both parties maintain a close relationship to ensure currency with recruit progress and are involved in providing feedback to students. Assessments are integrated and are carried over several days. For example, a case could involve an intensive scene simulation. The simulation does not stop after the recruits interact with the subject at the incident scene. Rather, the model extends to include the recruit going to the hospital, and finally going to court. Most often, a simulation begins with a one- hour lecture. Recruits are then split into groups and rotate through two 20-minute pre-recorded video Q&A sessions, and then work through a tutorial to do a knowledge check and set the scene for a discussion. Only then is the simulation started and at the conclusion there is a debrief.

Many of the pre-course activities include readings, videos of lectures, and on-line group discussions. Students are encouraged to watch videos together in large comfortable rooms with big screens rather than by themselves. Offering the program at the university encourages blended learning. The school is able to use the university's media team to make video recordings which are used in learning sessions. Both parties feel that there are benefits in this model. For example, if students watch a video about a theft, and then participate in a lecture or discussion, instructors can replay pieces of the video repeatedly to help students understand how they need to think about what is going on, what they

see, what they hear. what is not being said, their rights, their responsibilities and what they need to consider. This ensures they have solid foundational knowledge before they move on to a simulation.

Canadian Police Training Models

The majority of police recruit training programs in Canada still operate under a traditional educational model, which does not align with best educational practices. The traditional model has a strong emphasis on instructor-led instructional methodology, with a heavy focus on lectures, which often have an instructor reading to recruits from a PowerPoint presentation. Lectures leave the recruits as passive learners, rather than as active participants in their own learning and development. Lectures and inflexible lesson plans have all recruits doing the same activity at the same time, which leaves the recruits to be developing at the instructor's or program's pace, and not the learner's pace.

The ability for recruits to practice demonstrating the skills they will be required to develop to work through scenarios and simulations is infrequent. Inflexible scheduling means that recruits often have to move on before actually mastering the learning outcome or competency that is required of them. Learning in this way also requires additional resources for 'remediation' when recruits fall behind. Many agencies noted that they dedicated thousands of dollars in remediation per class.

Consistency and Sequencing of Curriculum

In many recruit training programs, there is little documentation or evaluation of lessons and lectures delivered to recruits. Lessons are often not sequenced to ensure that longitudinal themes can be taught throughout and to ensure there is not a siloed approach to teaching and learning. Most recruit training programs are not utilizing a curriculum map that identifies and links all elements of the program and aligns required competencies and job tasks with program outcomes, lesson outcomes, content, instructional strategies and assessment methods.

At Police Academy, lesson plans are documented, and consistency of content is an expectation for the instructors. A curriculum map has been built to align competencies to job tasks, and the major elements of the program. JIBC has stated future development plans would include documenting all aspects of the program in the curriculum map.

Instruction

Many of the Canadian police recruit training programs do not have certified instructors and standardized instructor selection processes. Instructors or subject matter experts (SMEs) may be brought in to teach specific content areas. Having a variety of SMEs often does not align with their desired program outcomes.

Ideally, instructors should be trained, certified, and re-certified to ensure they are able to effectively teach in order to develop the recruits' core competencies. JIBC instructors are expected to follow lesson plans and be able to teach holistically in a variety of content areas utilizing a longitudinal themed approach.

The Block Training Structure

There is variability in how recruit training programs across Canada are structured. Most offer an intense 'recruit training program' for approximately six months, followed by a period of time in field training. In these programs, the recruits do not return to the recruit training program upon the completion of field training.

Some agencies offer a period of experiential learning in which their recruits go out with a supervisor to watch and learn from a field training officer (FTO). The recruits are not in uniform during these weeks as they have not passed qualification for firearms, so their engagement in limited to observing an FTO. In contrast, the JIBC recruit training program is centered on three blocks of training: Block I for 13 weeks, Block II for 21 weeks, and Block III for eight weeks. Block I is designed to prepare recruits with the foundational and fundamental knowledge in order for them to be actively engaged in actual police work. The recruits are not meant to be passive observers. They work with a field training officer/instructor to help mentor and guide them in the context of 'real world' policing situations. This model reflects best practice in learning and "learning by doing." In this model recruits have opportunities to learn from their FTOs and be in a developmental environment in which they have opportunities to make mistakes, reflect on their performance, and devise a plan with their FTO to overcome any development deficiencies they may have.

This level of engagement at the developmental level is crucial and avoids a lot of "pretend practice time" that may be present if the recruits were to stay in the JIBC for the duration of their training. The recruits are able to spend enough time in Block II to appreciate the reality of on-the-street policing. They then return to Block III to check their skills, evaluate their competencies and advance their development.

4.6 Best Practices in Policing IM/IT

Information is the currency of law enforcement. To be effective and efficient in their operations and investigations, police need access to information that is accurate and current. Police departments must foster a robust and secure information management and knowledge sharing environment that allows for information to be accessed, analyzed, and shared in a timely fashion between public safety agencies, many of whom are dealing with the same clientele. Information management concerns the sources of information, the processes by which information is collected, and the technologies and methods by which it is stored, analyzed, communicated, and otherwise used by police to achieve the organization's strategic goals. In other words, to develop a strong information management system, police leaders must create an environment in which the collection of information is valued and used effectively and is shared with others to further their operations in a way that respects and protects the accuracy and privacy of that information.

While British Columbia has made progress in information management platforms and policies amongst public safety agencies, particularly compared to other Canadian provinces and territories, challenges to effective information management both between police agencies, and between police and other public safety sectors more broadly continue to exist.

The Role of Information Management in Policing

Accurate and current information is essential to all policing activities. A successful information management environment increases the effectiveness and performance of policing services. It reduces time and resources for data collection and entry, providing access to information held by different organizations working in the field of public safety, and by enabling knowledge to transfer securely, rapidly, and effectively. Information collected by police and other public safety agencies can be collated and analyzed to improve decision making, resource allocation, and the development of evidence-based policies and practices. Through analysis, information is turned into intelligence, identifying links, patterns, or trends that can enable the prediction of future criminal behavior and the prevention of crime.

Shared National and Provincial Systems and their Interoperability

British Columbia is unique in that police agencies across the province access and utilize shared information management systems which inform their ongoing operational files, assist investigations, enhance communications, and provide timely access to data.

Accessing these systems enables police to have access to information that can shape their response to a call for service, assist them to make informed decisions about public safety, guide their investigations, help them work with other agencies to effectively manage prolific offender populations, and problem solve community-level issues and crime trends. It is therefore necessary that the information contained in these systems be as accurate and current as possible to support police in making decisions in real-time.

Challenges to Information Management and System Interoperability

While information management is an essential component of policing, several significant factors can challenge effective information management and limit knowledge sharing between public safety agencies policing.

Privacy

In BC the collection, storage, use, and exchange of personal information, including personal identifiers (e.g., name, date of birth, social insurance number, driver's license number) and demographic information (e.g., ethnicity, age) are regulated by the

Freedom of Information and Protection of Privacy Act (FIPPA). The requirements of the Act apply to all independent municipal police agencies including SPD. Section 30 of FIPPA specifically states that "a public body must protect personal information in its custody or under its control by making reasonable security arrangements against such risks as unauthorized access, collection, use, disclosure or disposal." Privacy legislation does not prohibit the sharing of personal information between public safety agencies; however, it does place some restrictions on the nature of the information that can be shared, who it can be shared with, and how it can be shared.

Processes and Technology

Access to the shared information held in multiple technical systems, databases, and programs available to police can be restricted by government and agency policies and processes that govern information transmission and limit the sharing of certain forms of information. From a technological perspective, limited access to shared technology via portals, systems and platforms that do not talk to each other, and levels of security or encryption required by some organizations, can also make information difficult or impossible to retrieve efficiently. Each of these factors can hinder information flow, increase instances of duplication of work, and decrease stakeholder interest in contributing information to the database(s), particularly if the main purpose of entering that information is for use by other agencies.

When information is difficult to access and agencies resort to creating duplicate entries, it increases the potential for data entry errors to occur. Information management environments rely on correct and complete data reporting and entry to create an effective master name index (MNI) that can be used to identify which agencies are holding relevant information about persons of interest. However, these programs rely upon information being recorded accurately and consistently. Common issues involve misspelling of an individual's full name and date of birth, which can result in multiple and unlinked entries of the same person.

While there are technological programs that can search unlinked databases for duplicate entries, these programs rely upon the information about that entity being recorded correctly. The ability to access an MNI and create a file attached to that individual reduces the chances that multiple entities will be created for a single individual, and enhances the accuracy of the information, as the attached files are linked to each other.

Individual or Organizational Unwillingness to Share Information

Even when the technology supports accurate data entry and efficient information sharing, there are individuals or units who are reluctant to share knowledge or input data into an electronic environment for reasons of privacy, fear of legal repercussions, maintaining the perceived security of sensitive information, or a belief that what they know gives them an advantage in some competitive way. While providing technological solutions to information sharing facilitates knowledge transfer, police departments must

also challenge ingrained beliefs or opinions in the interest of more consistent information sharing.

Police leaders can support greater engagement in information sharing by providing more clarity and direction. Providing flowcharts indicating which, with whom and how information can, and should be, shared can effectively reduce barriers to information sharing that stem from the fear of sharing something that should be kept private, or sharing it in a way that threatens the security of that information. However, changing attitudes towards information ownership can be more challenging, as these attitudes and beliefs can form part of the internal philosophy or identity of an individual or team. Police leaders can help to address such concerns by expressly demonstrating the value and benefits of information sharing, in particular, as it relates to more effective workload management.

Workload-Information Overload

Information management systems that enable information sharing can reduce workload by reducing the need for duplicate data entry, providing access to information that would otherwise need to be collected by a public safety agency, and by providing up-to-date information on an entity's status or conditions, enabling more rapid and informed decision making. Simultaneously, as an information management environment makes it possible for significant amounts of information to be accessed, these systems can also lead to workload or information overload, given that they can create a large quantity of data to sort through and evaluate when making decisions, particularly when time is of the essence. Time is also a barrier as too often individuals are working under time constraints, or have multiple on-going investigations, making the volume of data entry work arduous, which creates a disincentive for staff, particularly frontline personnel, to use and contribute to the system.

Moreover, information overload is also an issue in intelligence gathering, as the desire to 'catch everything' in a database leads to a 'more is worse' situation, where so much information is captured that it becomes impossible to process it in any meaningful way. This is particularly true during investigations, when all pieces of information must be investigated as to their potential role in the event and processed for disclosure purposes.

Organizational Structure

The way an organization or agency is structured can impact the internal information management and knowledge sharing practices utilized within the agency. For example, specialty units may intentionally hold information out of the shared system to reduce the likelihood of the information being used erroneously or for other purposes. Unintentional information silos can also exist between personnel and units that are caused by physical location, hierarchical structure, or different responsibilities and mandates. These factors can intentionally or unintentionally break down information

sharing and effective communication within an agency's structure, resulting in personnel 'working blind.'

Risk Management

All information must be handled with attention to privacy legislation. However, sensitive investigative information must be further protected and secured within the information management environment to avoid unauthorized breaches, inappropriate data access, and information getting into the wrong hands, which could jeopardize investigations or court proceedings, endanger individuals, risk public trust and confidence, or result in liability and lawsuits. This is more likely to be a consideration of specialty units, such as those managing confidential informants or who are investigating homicides. While done with good intentions, withholding data in this way can inhibit effective decision making by police or other public safety agencies who may be dealing with that entity for other purposes. When law enforcement agencies are working on similar files or events, deconfliction practices can reduce the likelihood that agencies or personnel without access to the relevant information are working at cross-purposes with other agencies or personnel; however, this requires a strong information management system that will 'flag' potential conflicting interests and trigger a notification process.

Forming a Strong Information Management Framework

While there is no single method to reduce barriers to information sharing within and across agencies, efforts should be made to mitigate these barriers when forming philosophical and technological frameworks for effective information management and knowledge sharing within an agency. To do so, police agencies must consider adopting strategies such as those outlined below.

Create a Culture Valuing Information Management

Police officers should be encouraged and supported by their organization to accurately document information in the first instance, educated in efficient methods to do so and provided with resources that help them with this (e.g., transcription via digital voice recorders or administrative assistants that can type up their voice dictation into a more detailed synopsis).

Agencies should incorporate a training program that will inform police officers of the concepts and processes of the system early in their career. Having a clear understanding about the system, the potential application and security of the data, and the ability of shared information and knowledge to benefit their own investigations as well as that of others, will assist in their engagement to the system and encourage them to appropriately and fully document their work in detail. Having an understanding about the potential uses of and application of the data, the ingrained security of the system, and the benefits of shared information and knowledge to their own investigations will

assist in their willingness and ability to record, use, and disseminate accurate and current information.

When addressing issues of data quality, so that information can be used and managed effectively, agencies should incorporate a systems-focused training program; incorporate knowledge about the importance of accurate and timely information collection for criminal justice purposes as part of entry-level training; direct common data-entry standards, and provide the best devices, technology, or mechanisms for data entry at the street level to assist police officers in their work. A timely quality assurance process for data-validation must also be implemented, ensuring systems and interfaces maintain the integrity of information and develop an architecture and data standards of operation for all to follow.

Stakeholder involvement and engagement is recommended for system users to involve them in planning the information management structure and to better understand what the information is used for and how the information can be securely stored, accessed, and shared. This information, in addition to clear flowcharts and memorandums of understanding, when necessary, may initiate a shift in mindset to be more supportive towards information and knowledge sharing.

By creating an organizational culture that encourages accuracy in data, builds trust within and across units, and considers information sharing to be a significant benefit to both the organization and individual workloads, leaders can enhance the information management and knowledge sharing capacity of an agency.

Address Data Security and Manage Risk

Policies and procedures regarding the appropriate handling and securing of data have been well established and legislated in British Columbia but they rely upon each individual agency to comply with those policies. Rigour in the business practices of each individual agency must be applied and quality assurance measures implemented, to ensure all standards are upheld. Data handling, sharing and security protocols must be strictly complied with to minimize risk and allow users to work responsibly within the environment. Providing a strong policy and technological framework for information collection, use, and dissemination will enable these concerns to be mitigated.

4.7 Best Practices in Officer and Organizational Health and Wellbeing

Occupational Stress Injuries and Risks to Officer Health and Wellbeing

Research has clearly established that policing is a dangerous job, both physically as well as psychologically. Occupational Stress Injuries (OSIs) are described as psychological injuries that occur as a result of workplace factors and operational duties. Occupational, or organizational, stress is driven by the structure and functioning of the workplace environment, and can include shift work, paperwork, understaffing, criminal justice

system frustrations, and high-performance expectations combined with limited resources.

One review study examining sources of police stress concluded that the major sources of stress for police came from the organization. In contrast, operational stress is a reflection of the typical activities engaged in during the job, such as executing an arrest, responding to fatal accidents, making next of kin notifications, or investigating cases of child abuse. Occupational and operational sources of stress are both detrimental to officer wellbeing. Consistent exposure to occupational stress depletes the officer's internal resources, leaving them underprepared emotionally and psychologically to manage an unexpected crisis.

Critical Incident Exposure

A critical incident has the potential to overwhelm an individual emotionally, either while at the scene or afterward. Some of the earlier research into stress related to critical incidents with police officers from a midsized urban department reported that officers experienced an average of 3.41 traumatic event over six months on the job. Notably, 21% of these officers reported six or more traumatic incidents in the past six months. In this study, traumatic or critical events were broadly defined as including domestic violence calls for service, which was the most commonly identified source of trauma, as well as child abuse/neglect, using force, confronting an aggressive crowd, confronting an individual with a gun, or involvement in a high-speed chase in the city. Research has also documented that police respond to on-the-job stress with physiological changes and that these changes can occur while preparing to go on shift. In addition to routine stress that occurs over the duration of a typical shift, police officers exhibit measurable levels of anticipatory stress at the outset of their shift. Essentially, putting on the uniform triggers a visceral reaction among officers as they begin to prepare themselves mentally for what's to come. Officers start their shifts with elevated blood pressure and heart rate, indicating comparatively high levels of stress even before responding to their first call for service. As well, research has shown that officers who have been traumatized continue to exhibit high levels of cortisol production even beyond the critical incident, to the point where it becomes a regular pattern. This is likely due to both the occupational and organizational stressors associated with policing.

Burnout in Policing

Burnout is a common outcome of OSIs. Burnout can occur when individuals become consistently overwhelmed and fatigued, leading to workplace dissatisfaction, reduced efforts at work, low frustration tolerance, and increased absenteeism and turnover. Several authors have argued that burnout is common in policing as recruits are not sufficiently prepared for the frequency and range of stress-inducing operating conditions. Further, the police culture, which expects officers to be naturally resilient to trauma and workplace stress, prevents officers from seeking help when struggling.

Shift Work and Officer Fatigue

Certain types of rotating shifts between days and nights contributes towards excessive levels of fatigue. In the late 1990s, Bryan Vila and colleagues conducted a large-scale study on 'tired cops' using four municipal law enforcement agencies from across the United States. Their groundbreaking research identified that while uncontrolled overtime shifting was a major cause of dangerous levels of police fatigue, shift length was also a contributing factor.

In a large multi-national study with 4,957 municipal police officers in the United States and Canada, sleep apnea was a commonly identified condition among officers, with fully one-third (33.6%) screening positive for this condition. These researchers identified significant associations between sleep apnea and mental and physical conditions, including depression, burnout, and cardiovascular disease. Notably, they were also significantly more likely to experience workplace issues, including administrative errors, safety violations, falling asleep while driving, uncontrolled anger towards citizens or suspects, citizen complaints, and absenteeism from work. In a separate study, officers on night shift were 72% more likely to experience an injury. Interestingly, the likelihood of experiencing an on-shift injury was also greater on the first shift of the rotation. In a Canadian study, police officers involved in a motor vehicle collision while on duty, were overwhelmingly (91%) on their first shift of their cycle and yet reported only an average of five hours of sleep in the 24-hours prior to their shift.

One experimental study with 275 police officers from two American departments found evidence favouring a 10-hour shift. Shift models that follow an equal number of officers assigned to each watch, rotating through a four-on, four-off shifting pattern are not only apparently detrimental to the physical and mental wellbeing of officers, but they are also not informed by the patterns of calls for service, which typically drop substantially overnight, picking up in the early morning hours as people rise for the day. Shifting patterns that follow the patterns in calls for service are better able to accommodate calls for service as they allocate a greater number of officers into shifts where they are in demand.

Attending to officer fatigue is critical from an organizational health perspective. Moreover, it is essential to attend to officer fatigue given that the potential outcomes of tired officers include poor decision making and judgment calls, possibly including increased use of force or officer misconduct, as well as an increased likelihood of police motor vehicle incidents.

Police Culture Stigmatizes Help-Seeking

Police culture has long been one that has resisted interference from outside supports but which also admires itself for being strong and impervious, and which sees occupational violence as an expected routine part of the job. While it is now well known that police officers are routinely exposed to critical incidents, and that their capacity to effectively manage their emotional response to those incidents is affected by organizational sources of stress, the police culture is still largely resistant to help-seeking behaviours. Officers

who may otherwise express a desire for psychological support fear being alienated from their colleagues who they fear may perceive them as weak and undependable in a crisis.

In addition to inhibiting help-seeking behaviours, the police culture itself can also be a source of stress. In one study using data from 1,632 officers across 51 American police agencies, officers who defined themselves as being outside of the police culture exhibited higher levels of occupational stress than officers who closely identified with the police culture. The nature of police culture not only inhibits help-seeking behaviour by officers for fear of stigmatization it has direct impacts on lost productivity and cost to the police organization. Research has estimated that the annual cost per officer of untreated mental health conditions (PTSD, alcohol abuse, or depression) is around $4,489 USD.

The failure to seek help following exposure to trauma has led some officers to manage their post-traumatic stress symptoms in less effective and potentially dangerous ways, such as via alcohol abuse or suicide. Police officers have higher rates of suicidal ideation, planning, and attempts, as well as completed suicides as compared to the general population. A recently released review study on law enforcement suicide summarized that suicide was commonly attributed to workplace stress, with sources of stress including lack of organizational support, exposure to critical or traumatic incidents, shift work, mental health stigma, and police culture.

Increasing Resilience and Wellbeing Among Officers

There is a clear need to enhance police resilience to both occupational and operational sources of stress. Resilience reflects an individual's ability mentally or emotionally to overcome adversity; in policing, it may be interpreted as the ability of officers to withstand continuous threats to their psychological and physical wellbeing that are posed by workplace stressors. Protective factors, such as job satisfaction and higher levels of self-esteem, coping self-efficacy, and social support affect how individual officers respond to exposure to critical incidents and organizational stress, but it is not yet well understood how best to promote protective factors via the work environment. There are currently no agreed upon "best" practices for police when it comes to promoting wellness, enhancing resilience, and intervening post-exposure to trauma to reduce the development posttraumatic stress symptoms. However, there are several programs that show promise as potential prevention or intervention strategies.

Critical Incident Stress Management

While police officers are trained to react during a critical incident, exposure to challenging situations, such as abuse of a child, witnessing a death, or being involved in a shooting can overwhelm an individual. Critical Incident Stress Management, or CISM, is a program that has been implemented in other fields, including health care and social work, to both prepare officers for exposure by increasing their resilience and recognition of normal responses to trauma, as well as by responding post-critical incident through a debriefing process. The debriefing is primarily led by peer facilitators and provides psychological and emotional support by psychologists and triggers further interventions when needed. CISM is a seven-step "group crisis intervention technique" that uses education regarding

critical incidents and trauma combined with psychological support to educate officers about common responses to trauma and reduce the likelihood that officers will develop PTSD following a critical incident. CISM has been implemented as a mandatory program to bypass the stigma towards help-seeking behaviours that are commonly found in police cultures. Involving peer facilitators improves perceived authenticity as those involved are from within the police culture rather than perceived outsiders.

CISM is distinct from Critical Incident Stress Debriefing (CISD) which is usually a single-point debriefing following a critical incident and does not involve the peer support and follow up of the seven step CISM program. As organizational health and wellbeing has garnered more attention in recent years some departments have implemented CISD, however usually without the additional elements of CISM. Research indicates that a single intervention point via debriefing following a critical incident is not an effective method to reduce the likelihood of developing PTSD following a critical incident, and in fact may even increase the risk that an officer will develop more post-traumatic symptoms. Comprehensive CISM programs have not yet been widely implemented to date in police settings and therefore there is limited data on its effectiveness outside healthcare settings, however many of the occupational and organizational stressors in healthcare have parallels to policing.

Peer Support

Social support is identified as one of the more effective protective factors when it comes to reducing the likelihood of developing PTSD following critical incident exposure. Social support can include emotional/informational support; tangible support; affectionate support; and positive social interaction. Support can include recognition of contributions from supervisors and police leaders, as well as advice and emotional care from colleagues. A study of Korean police officers concluded that providing officers with sources of organizational support, as well as with tools to enhance their coping self-efficacy skills, would increase officer resilience to critical incidents. Similarly, other researchers have suggested that greater access to social support can reduce the effect of organizational stress and recommended the development of police peer mentoring programs.

Peer support programs seek to normalize an officer's response to a traumatic incident through discourse and counselling. These models provide employees with paraprofessionals (e.g. current or retired officers who receive some mental health training) who they speak confidentially with regarding their experiences, sources of stress, and psychological distress. While increasingly provided by law enforcement agencies, there is little research available on their effectiveness.

Employee Assistance and Health and Wellness Programs

While Employee Assistance Programs (EAP) are increasingly common in corporate and government organizations, data suggests that these are not as effective in a policing context when it comes to mental health concerns. This is due in part to the fact that use of

EAP services is voluntary and there are concerns by employees that information shared with service providers may be disclosed back to the organization, which officers may perceive may result in their being pulled off the road. One study on mental health help-seeking among 150 American police officers indicated that most commonly (35.7%), those who sought programming for mental health conditions chose non-EAP options, whereas those seeking help for non-mental health conditions were much more likely to proceed with the EAP program (75%). 46.7% of officers with either PTSD, alcohol abuse, or depression expressed concerns with using their department's EAP, with the most common concerns involving perceived confidentiality (35.0%), potential negative impact on their career (16.7%), and perceived stigma with help-seeking (13.3%).

Some law enforcement agencies have entrenched health and wellness within their organization by introducing health and wellness programs or units. This might involve providing opportunities for nutrition education, fitness training, mindfulness or yoga practice, or massage. While voluntary, health and wellness programming provide officers with opportunities to enhance their resilience. Locating paraprofessionals within these units may also be a helpful approach in reducing stigma towards mental health supports and encourage greater use of these types of resources.

A more recent development in wellness programming has been the release of mobile applications that individuals can use to screen themselves for symptoms of psychological distress and trauma. One study evaluated the Smart Assessment on your Mobile (SAM) application as it pertained to accurately screening for PTSD and depression. Among a sample of 89 police officers, the SAM was demonstrated to be a valid screening tool for these mental health issues. The SAM can therefore provide officers with a quick, accurate, and anonymous assessment of their own levels of mental health issues. Similarly, researchers evaluated the PTSD Coach application among a sample of 45 veterans in treatment for PTSD. Their participants rated PTSD Coach as very easy to use and helpful in understanding and managing their PTSD symptoms and engaging in coping strategies when their symptoms threatened to overwhelm them. While these programs do not reduce the stigma typically associated with health seeking behaviours, they enable officers to take the first step in identifying when they may need to seek mental health supports, and they appear to increase the number of individuals who are willing to complete mental health screening assessments. The apps can also enhance mental health literacy by linking in information and resources that officers can click on if they desire more information about where and how to seek assistance to deal with these symptoms.

Mindfulness-based interventions (MBIs) are an increasingly popular approach to countering stress and psychological distress and promoting resilience. In one of the few studies focusing on mindfulness practice among police officers, police recruits in Australia with higher self-reported mindfulness levels exhibited lower levels of depression. Similarly, another study with a sample of 183 police officers showed that self-reported mindfulness was associated with lower levels of PTSD symptoms. One group of researchers implemented an 8-week MBI with 43 police personnel and found that their participants experienced reductions in stress, burnout, emotional dysregulation, anger,

fatigue, and sleep problems while also experiencing increases in mental and physical health. Similarly, a review study on mindfulness found that mindfulness practices by participants expressing suicidal ideation reduces suicidal thoughts, reduces abnormal stress response (e.g. consistently high levels of cortisol production), and increases problem solving skills and attentional controls. It appears then that mindfulness is a skill that can be taught to officers in order to enhance their internal resilience to workplace stressors and assist them in coping with symptoms of post-traumatic stress and other related mental health conditions.

Community Responsive Policing Reduces Social Isolation

In a review of occupational violence in policing, social isolation was identified as a factor that prevents officers from help-seeking following a traumatic incident. Social isolation was referring to police culture and the tendency to create an "us versus them" mentality, wherein only other officers are perceived as being able to understand what police experience. Programs like CISM and peer support networks have attempted to build this mentality into their program delivery approach by using paraprofessionals. However, shifting the organization towards a community responsive mentality can also help to reduce social isolation and increase officer access to social supports, which is a key protective factor in enhancing resilience to critical and traumatic incidents. Connecting more closely with the surrounding community reduces the sense that the community and police are distinct entities. Whereas police culture is typically associated with the suppression of emotional reactions or expressions, when an organization is practicing community responsive policing, they naturally show empathy when interacting with the community in more positive ways than when they are engaging with the community for enforcement purposes.

CASE STUDY: The San Diego Police Department Wellness Unit Program[3]

The best practice program on officer wellness, operated by the San Diego Police Department (SDPD) (Police Executive Research Foundation, 2018) is an exemplar. It outlines a process of normalization.

> "*The heart of training for wellness is reaching new officers early and often to normalize wellness services. Normalizing means trying to ensure that SDPD officers and other employees see nothing unusual in asking for these services, just as they would apply for any other benefits of employment*" (2018:47).

The program has a number of components, including "Emotional Survival Training": offered to recruits in the training academy.

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[3] Reference: Police Executive Research Forum. 2018. Building and Sustaining an Officer Wellness Program. Lessons from the San Diego Police Department. Washington, D.C.https://www.policeforum.org/assets/SanDiegoOSW.pdf

"The goal of Emotional Survival Training is to equip new officers with tools to recognize and manage the unique stressors that are associated with a career in law enforcement. The Wellness Unit and the SDPD's help services providers deliver the training in the academy. It is offered near the end of officers' time in the academy so that they are more aware of law enforcement culture and can relate more directly to the training material." (2018:48)

Following is a description of how the materials are delivered:

"The training began with a discussion of Dr. Gilmartin's book, Emotional Survival for Law Enforcement and a discussion among the new officers about how they have changed since entering the academy. Recruits were asked to identify different coping strategies such as engaging in physical activity, talking with friends and family, investing in hobbies, and using the resources of the Wellness Unit. The instructor also discussed how hypervigilance and repeated exposure to critical incidents can induce symptoms of PTSD. Warning signs of stress such as social isolation, infidelity, and procrastination in off-duty decision-making were also presented. The training also addressed the leading causes of death among police officers, including heart disease and suicide. The importance of physical fitness and regular exercise to mitigate these risks is stressed. The training concluded with the recruits dividing into small groups to discuss the symptoms and long-term effects of stress and anger, followed by suggested coping strategies." (2018:48)

"Psychological Preparedness Training for New Officers," also referred to as Wellness Day, is a 10-hour session that includes officers and their families. The goal is:

"To set realistic expectations about the emotional impact that police work may have on officers and to underscore the importance of wellness and utilizing wellness services to long-term career success. The Wellness Day gives help service providers an opportunity to reach officers' family members, familiarize them with the wellness services the department offers, and establish direct lines of communication with officers' loved ones." (2018:49)

"Effective Interactions Training" is mandatory for all new officers.

"The goal of the training is to help officers develop their emotional intelligence to make them more successful in their work and better able to manage the stressors associated with policing. The Wellness Unit developed the initial iteration of its Effective Interactions training in partnership with Dr. Daniel Blumberg, a police psychologist who is developing strategies for agencies to prevent and respond to police misconduct." (2018:50)

Following is a description of a half-day session offered as part of the training.

"The latter half of the first day was dedicated to interactive breakout sessions that demonstrated the effects of stress, exhaustion, and hypervigilance on the mind

and body. Then, students were presented with tools to mitigate these effects in the course of their duties. The class was divided into five groups, which rotated among stations at which facilitators discussed one of five topics:

- *Self-awareness*

- *Self-management*

- *Social awareness*

- *Relationship management*

- *Communication with peers" (2018:52)*

The benefits of PT for the physical and mental health of police officers and for building a team mentality are well-established. Physically fit police officers are also better prepared to handle contingencies that may arise in the field and assist in ensuring the safety of officers, victims, and community residents. Physically fit police officers also incur less injuries during the course of the recruit training program, have greater physical literacy, and are less likely to injure others and to be injured during critical movements when they are exercising force.

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The combination of a lack of sleep, poor overall nutrition, lengthy shifts in the car, rotating shift work, and routine exposure to critical and traumatizing incidents makes policing one of the most dangerous professions, and it is essential that healthy practices are put in place to both model and promote wellness among employees. Yet while exposure to critical or traumatic incidents can trigger the development of post-traumatic stress symptoms, it is important to acknowledge that the literature on police wellness typically concludes that the most common threats to officer wellbeing come from the police organization itself. Organizational stress increases psychological distress among police officers and reduces their job satisfaction, increasing the likelihood of absenteeism, early retirement, and the development of physical and mental health issues. Organizations can better prepare officers for workplace stressors and can modify the work environment to reduce some of the more common sources of psychological distress. By modifying several occupational sources of stress, the organization can enhance officer's internal resources and resilience, increasing the likelihood that they can avoid developing conditions such as anxiety, depression, or PTSD. For instance, one of the most well-known researchers on fatigue amongst police officers, Bryan Vila, recommended policy changes to restrict the use of overtime, reducing off-duty attendance at court, and adopting different shifting models that are more in tune with natural biological rhythms. Increasing the number of civilian staff in the police force is one method of reducing workplace stress on police and may also have a beneficial effect on the police culture.

It is essential that the workplace culture shifts to one that is less stigmatizing towards help-seeking behaviours. By creating a culture that promotes wellness, police leaders, who have a critical role to play in leading this change, can enhance officer resilience to sources of occupational and organizational stress. Further, organizations can entrench

police officer wellness by introducing Health and Wellness Units, which can be tasked with providing workshops and seminars on physical and mental health, conducting annual fitness (physical and mental) assessments, and providing access to programming. While the research is still in the early stages, there are promising practices that can be implemented by police leaders to better support the mental and physical health of their officers.

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Appendix VI: Selected Bibliography

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Appendix VII: Additional Detail on Recruit Training

Appendix VII: Additional Detail on Recruit Training

The phased Integrated Transition Model has sufficient flexibility to adjust these timelines as needed,

Surge hiring years can bring challenges related to the pressure to meet hiring requirements with a limited pool of recruit applicants. The SPD and the JIBC Police Academy will ensure through effective outreach programs and the comprehensive recruitment plan, that recruits meet a consistently high standard in terms of physical fitness, personal integrity and police-skills aptitude.

The JIBC Police Academy has current daytime capacity to train   recruits per year. This capacity allows for all other JIBC programs to operate within a shared facilities model. While the

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