

NO: R146

COUNCIL DATE: September 11, 2023

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **September 7, 2023**

FROM: **General Manager, Community Services**
General Manager, Finance
Acting General Manager, Corporate Services

FILE: **7400-01**

SUBJECT: **Policing Transition Update**

RECOMMENDATION

The Community Services Department, the Finance Department and the Corporate Services Department recommend that Council receive this report for information.

INTENT

The purpose of this report is to provide Council with information related to the July 19, 2023 direction by the Minister of Public Safety and Solicitor General (the "Minister") to continue the transition to the Surrey Police Service ("SPS").

BACKGROUND

In November 2018, the transition of the City's policing model from the RCMP to an independent municipal police service was initiated by Council motion.

In November 2021, an Assignment Agreement was signed to allow for the deployment of SPS members into the Surrey RCMP and a joint RCMP/SPS HR Plan was signed in May 2022 to guide deployments of SPS officers and allow for the demobilization of RCMP members from the Surrey detachment through May 2023.

On November 14, 2022, Council directed staff to prepare a plan to maintain the RCMP as the Police of Jurisdiction in Surrey ("POJ"). This largely paused most aspects of the police transition, although deployment of current SPS members into the Surrey RCMP continued.

Policing Surrey – A Plan to Retain the RCMP as the Police of Jurisdiction in Surrey, was endorsed by Council on December 12, 2023, and subsequently forwarded to the Minister on December 15, 2022 (attached as Appendix "I").

On April 28, 2023, the Minister recommended the City continue its transition to the SPS, though the Minister stated that the choice of policing model was ultimately that of the City. In addition to his recommendation, the Minister outlined a number of binding conditions the City must meet in order to maintain the RCMP as the POJ in Surrey (attached as Appendix “II”).

Staff subsequently presented to Council a confidential feasibility analysis of both continuing the transition to the SPS and retaining the RCMP as the POJ. On June 15, 2023, Council affirmed the December 2022 decision of Council to retain the RCMP as POJ.

In July 2023, the Assignment Agreement that allows for the deployment of SPS members into the Surrey RCMP was extended to September 30, 2023. The continued deployment of SPS members into the Surrey RCMP will require a further extension of that agreement.

On July 19, 2023, after review of the confidential feasibility analysis, the Minister announced that he was requiring the City to continue the transition to the SPS (news release attached as Appendix “III”). The Minister also confirmed that the Province will contribute \$150 million towards the anticipated costs of the transition, although this is likely not sufficient to cover anticipated costs.

Additionally, the Minister appointed Ms. Jessica McDonald as the Province’s Strategic Implementation Advisor (“SIA”).

DISCUSSION

There are several significant outstanding challenges associated with the direction ordered by the Minister on July 19, 2023, which had been communicated to the Minister in earlier reports. Outstanding challenges include, but are not limited to, the lack of a joint HR Plan to guide deployments and demobilization, the Assignment Agreement needs to be extended beyond September 2023, and the lack of legal frameworks to support RCMP Members serving under a municipal police department command. New governance and project management structures must also be established. There is also a need to confirm plans for asset transfer or sharing, occupancy of facilities, and file and exhibit transfer, among others. To date, there is no clear plan, or any supporting documents in place, to continue a transition to SPS. As a result, there remains a great deal of uncertainty regarding how a transition to SPS would be completed.

In the time since the July 19, 2023 decision of the Minister, staff have held meetings with all parties to discuss issues relating to implementation of the Minister’s decision. In particular, staff have sought clarity on the role and responsibilities of Jessica McDonald, the SIA. An early focus has been to clarify the scope of the SIA’s mandate and any authorities delegated from the Minister.

From an operational perspective, limited new hiring has taken place with the SPS. To secure spots at the JIBC Police Academy for new recruits, seven new recruit positions were approved by the City. In addition, to fill vacancies on the front line, nine experienced police officers were hired by the SPS. These members will be deployed into the Surrey RCMP as per the approved deployment process.

Work is also underway on budget planning for the 2024 budget that the Board will submit before November 30, 2023 which will inform the City's 2024 - 2028 Five Year Financial Plan. Community consultation regarding the Five Year Financial Plan will be undertaken in the coming weeks. A Joint Financial Management Committee is being established and will meet monthly to receive financial reporting and monitor and manage expenditures. The Committee will provide clarity on the true costs of the transition over-time which will inform planning with the Province on financial assistance beyond the \$150 million committed to date.

A comprehensive framework that outlines the vision for the SPS, the organizational structure, and the workplans to allow all parties to collaborate on the path forward is required to facilitate any transition to SPS. The workplan includes a requirement for the Board to align their budget and hiring with the City of Surrey Five Year Financial Plan. Given that the City of Surrey's plan to retain the RCMP as the POJ has been rejected by the Minister, staff have communicated the need for provincial leadership on developing such a framework as it is the Province that has the required authorities to develop such a framework and to implement the Minister's direction. Staff will continue to provide input as required and forward a framework for Council endorsement once received.

Legal Services Review

Legal Services has reviewed this report.

CONCLUSION

The Minister has directed the continuation of the transition to SPS. However, outstanding challenges remain, and the development of a comprehensive framework and planning documents is necessary for any transition to SPS.

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

Appendix "II": Binding Conditions Set by the Director of Police Services

Appendix "III": News Release – Decision on Surrey Police Service ensures public safety in Surrey



Policing Surrey

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

DECEMBER 2022



Royal Canadian Mounted Police Gendarmerie royale du Canada



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1. Executive Summary

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

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

Currently, the SPS has less than half the officers required to police Surrey and only approximately 168² of those officers are operational (Operational SPS Officers). The RCMP remains Surrey's police of jurisdiction and retains command and control of policing in Surrey.

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

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

Compounding the foregoing issues is the continuing financial impact as the transition continues. This includes over 119³ SPS officers (Non-Operational SPS Officers) who are assigned to administrative tasks and are not deployed with Surrey RCMP.

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

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

1 See Appendix "A" for Abbreviations and Acronyms used in this Plan.

2 This figure does not include 19 previously deployed SPS officers no longer operational.

3 This number does include 19 previously deployed SPS officers no longer operational.

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

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

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

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

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

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

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

Following approval by the City and Province, implementation of this Plan will require numerous actions. A project team is already in place, comprised of representatives from the RCMP and the City. This project team will manage the tasks outlined in [Appendix "G."](#)

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

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

2. Background

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The Last Four Years

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

The termination notice was sent to the Province on November 6, 2018, indicating that the MPUA would terminate on March 31, 2021. The City later rescinded the termination date pending the development of alternative legal agreements to govern the transition. As a result, the RCMP continues as Surrey's police of jurisdiction.

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

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

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

In August 2021, the SPTTC directed all partners to focus on hiring and deploying the "first 50" SPS officers to the RCMP. The first 50 SPS officers were deployed in November 2021. The Joint SPS-RCMP Human Resources Strategy & Plan (HR Plan) contemplated 295 SPS officers being

⁴ Commonly referred to as "Div. Admin."

deployed with the RCMP by May 2023. Given the extreme instability that would result, the RCMP will not intake further SPS officers after May 2023 unless an agreement is in place with respect to Phase Two.

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

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

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

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

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

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

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

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

Council Meeting - November 14, 2022

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

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

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

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

Council Meeting - November 28, 2022

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

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

To achieve the foregoing priorities and goals, Council endorsed maintaining a service level of 734 members⁵ (Operational Officers), thereby ensuring adequate and effective policing. A second objective called for the development and implementation of a plan for SPS to continue deploying officers to support the municipal policing unit, until such time as Surrey RCMP has returned to full strength.

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

Formulating This Plan

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

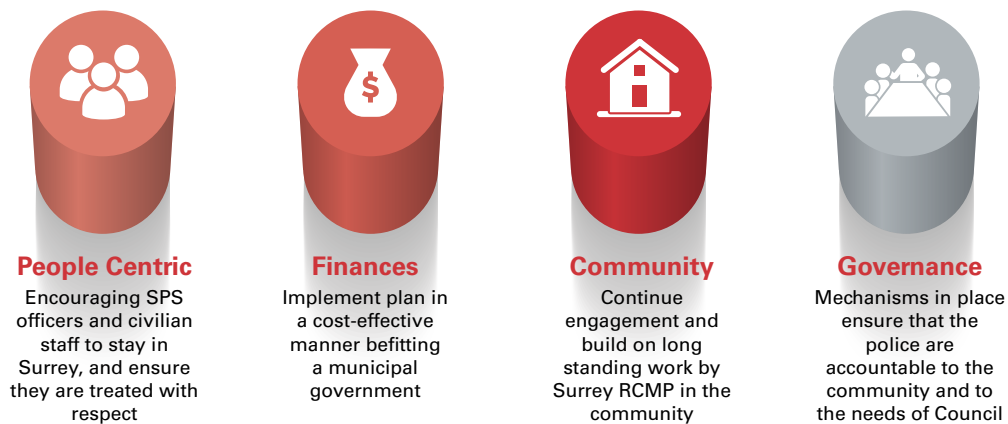
The City and the RCMP will take a people-centric approach that encourages SPS officers and civilian staff to continue working in Surrey and to ensure that they are treated with fairness and respect.

The City, in ongoing collaboration with the RCMP, will implement this Plan in a fiscally prudent manner.

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

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

Figure 1: The Four Pillars of the Plan



The City and RCMP are prepared to begin work immediately on the tasks and activities supporting this Plan (see detailed workplan in [Appendix “H”](#)).

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

3. Human Resources

The key element of this plan involves the strategies the RCMP will use to return to 734 operational RCMP members in Surrey.⁶ This section and [Appendix “I”](#) provide significant detail on the staffing plan and how it will be accomplished.⁷ The 734 number serves as the baseline for the purposes of this report. In subsequent years, additional resources will be required and requested in future budget submissions.

Police Officers

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

Operational RCMP members	573
Operational SPS officers	168
TOTAL	741 (7 over 734 target)

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

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

	CURRENT NUMBER OF POLICE OFFICERS	ADDITIONAL HIRING REQUIRED	TOTAL
RCMP	573	161	734
SPS	315	419	734

The burden on SPS is exacerbated by active hiring which is taking place in other municipal police forces in the Lower Mainland, which will only increase with the Vancouver Police Department’s stated intention to hire 100 additional police officers.

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

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

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

It will accomplish this through multiple staffing processes, including the following:

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

These categories are discussed below.

Operational SPS Officers Deployed to the Surrey RCMP

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

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

Joining the RCMP affords SPS officers with several career opportunities:

- Remain at Surrey RCMP for the balance of their career;
- Most can continue working in their current positions;
- Participate in local training (no need for these officers to attend at the RCMP's Training Academy in Regina);
- Pension portability;
- RCMP leave allowance matched to service;
- Negotiated rank (case by case basis); and,
- Explore numerous RCMP career progression opportunities within Surrey, and if desired, in "E" Division, across Canada, and abroad.

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

Non-Operational SPS Officers

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

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

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

SPS Recruits

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

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

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

RCMP Cadets

Surrey RCMP normally accepts approximately 75 cadets each year from the RCMP training academy in Regina. This practice was discontinued in 2021 due to the transition. Under this Plan, cadets will once again be posted to Surrey, with 67 committed for 2023.

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

Experienced Police Officers

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

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

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

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

The combination of intake streams described above is anticipated to produce more resources than are required by Surrey RCMP. These excess resources can, however, be accommodated within

“E” Division and these details will be the subject of correspondence from the Commanding Officer of “E” Division to the Minister of Public Safety and Solicitor General.

Civilian Staff

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

The employees hold positions in the following functional areas:

POLICE SUPPORT SERVICES FUNCTIONAL AREAS	NUMBER OF RFT EMPLOYEES
Office of the Manager of Police Support Services	3
Operations	117
Information Management & Technology	98
Corporate Services	55
Strategic Management	21
Finance	8
Total	302

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

Career opportunities for these categories of civilian staff will, in most cases, be found within the City, or the City’s Police Support Services. Many of these individuals previously worked within Surrey RCMP and are expected to seamlessly reintegrate. All union Police Support Services staff who have already transitioned to the SPS will, under the successorship agreement, have the opportunity to return to their previous positions. A similar opportunity will be afforded to Exempt staff who transitioned.

Staffing decisions around civilian positions (CUPE and Exempt) that were net-new to the SPS will be made on an individual basis, considering individual skills and the availability of positions within the City. The following will also occur:

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

Security Clearance

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

4. Finances

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

Overall, the financial analysis concluded that maintaining the RCMP as POJ would cost the City \$924.8M over the years 2023-2027, whereas continuing to build out and finalize the transition to SPS would cost \$1,160.2M over the same time period, representing a difference of \$235.4M.

ESTIMATED FIVE-YEAR POLICING COSTS (\$MILLIONS)	2023	2024	2025	2026	2027	5 YEAR TOTAL
Scenario#2 Retaining RCMP as POJ	\$257.2	\$158.9	\$164.7	\$169.6	\$174.4	\$924.8
Scenario #3 Continuing Transition to SPS	\$262.2	\$262.1	\$218.7	\$205.6	\$211.6	\$1,160.2
Difference – Cost/(Savings)	(\$5.0)	(\$103.2)	(\$54.0)	(\$36.0)	(\$37.2)	(\$235.4)

See [Appendix “F”](#) for the detailed financial analysis.

Financial Accountability - RCMP

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

5. Community

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

Adequate and Effective Policing

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

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

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

Growth

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

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

Programs, Initiatives, and Partnerships

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

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

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

A full list of Surrey RCMP's programs and services is found on its website,⁸ with the following being examples.

Youth Programs

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

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

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

Supporting Vulnerable People

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

- The **Police Mental Health Outreach Team** is a made-in-Surrey, enhanced policing model that uses a specialized team to assist vulnerable citizens suffering from mental health, addictions, or homelessness who have contact with police or require an emergency response. Surrey was the first RCMP detachment to operate a Car 67 program, which has now been operating for

8 <https://bc-cb.rcmp-grc.gc.ca/ViewPage.action?siteNodeld=69&langugeld=1&contentId=-1>

over 25 years. Car 67 pairs a police officer with a Fraser Health nurse to respond to police calls that involve significant mental health issues.

- **Sophie's Place** provides a safe space for Surrey's youngest, most vulnerable victims, who have experienced child abuse and trauma. Specially trained police officers work with a multi-disciplinary team to investigate incidents of abuse in the least intrusive and most supportive way possible. Officers from the Surrey RCMP Special Victims Unit work at Sophie's Place in close partnership with collaborating agencies, including the Centre for Child Development, Ministry of Children and Family Development, City of Surrey, and the Ministry of Public Safety and Solicitor General (Victim Services and Court Support).
- **Surrey's Intimate Partner Violence Unit** works closely with community partners such as the Surrey Women's Centre to reduce incidents of domestic violence and repeat victimization affecting victims and family members. In addition to investigating domestic violence incidents and monitoring offenders, officers work alongside victim services workers to offer support to victims and families through referrals, safety planning, and guidance with the court process.
- **Surrey Detachment's Cell Block** operations include registered nurses working within the Cell Block, the first RCMP detachment in Canada to do so. Recognizing that many prisoners who are brought to the Cell Block have very complex medical, mental health, and / or addictions issues, this integration has been instrumental in enhancing support to prisoners.

Emergency Operations

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

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

Supporting Provincial Direction

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

6. Governance

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

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

Level One – Executive Oversight

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

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

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

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

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

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

Level Two – Council Priorities, Goals, and Objectives for Policing

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

Level Three – Surrey’s Police Committee Structure

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

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

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

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

Additionally, the City will seek to collaborate with the Province on the establishment of a Local Police Committee, as provided for in section 31 of the *Police Act*. The duties of the Local Police Committee may include promoting good relations between residents and police, advising the Minister and police on matters concerning the adequacy of policing and law enforcement in the City, and other duties that the Minister may specify.

Appendix "A" Abbreviations and Acronyms

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

Appendix “B” Key RCMP Staffing Terms

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

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

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

This Plan seeks to maintain 734 as the MPU’s Strength, thereby ensuring adequate and effective policing in Surrey. The detachment commander will utilize STE deployments and Overtime, as reasonably required, to maintain the MPU strength.

Appendix “C” Council Priorities, Goals and Objectives

The priorities goals and objectives for policing services in 2023.

Priority 1

That the Surrey RCMP be maintained as the POJ in the City of Surrey.

Goals

1. Confirm and implement a Revitalization Plan to maintain the RCMP as POJ, for Council endorsement and submission to the Solicitor General for the necessary approval for maintaining the RCMP in Surrey.
2. Develop and implement a Staffing Plan to provide employment opportunities, where possible, to civilian and sworn SPS staff integrated into the Surrey RCMP or the City of Surrey to allow for continued and enhanced career development opportunities.
3. Develop and implement an Infrastructure Plan which will see the current information systems and equipment assets purchased on behalf of the SPS, repurposed by other entities within the City of Surrey.

Objectives

1. Maintain a minimum service level of 734 RCMP Members as soon as possible to ensure adequate and effective policing in 2023 and beyond.
2. Develop and implement a plan for SPS to provide Assigned Officers to support the operation of the MPU as RCMP staffs up to full funded strength consistent with an agreed staffing plan.

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

Priority 2

That Surrey RCMP, in collaboration with the City of Surrey and community partners, continue to prevent and reduce crime and maintain public safety.

Goals

1. Enhance delivery of community safety and crime prevention programs across Surrey through collaboration with the City and other partners.
2. Align community safety and crime prevention programs with the Provincial Safer Communities Action Plan.
3. Identify opportunities to incorporate an Indigenous focus, perspective and/or enhanced participation in existing and new programs to support the Truth and Reconciliation Commission recommendations.

Objectives

1. Maximize efficiency and reach of crime prevention and community safety programs in Surrey through ongoing coordination.
2. Collaborate with the City of Surrey in determining opportunities for new or enhanced community safety and crime prevention programs.

Appendix "D" City Council Resolution

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

G. CORPORATE REPORTS

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

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

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

The Mayor called for division of the question.

It was	Moved by Councillor Bains Seconded by Councillor Kooner That Council receive Corporate Report R199
for information. RES.R22-2057	<u>Carried</u>
It was	Moved by Councillor Kooner Seconded by Councillor Hepner That Council endorse the guiding principles
set out in this report for the next phase of work to advance policing and public safety in the City. RES.R22-2058	<u>Carried</u>
It was	Moved by Councillor Bains Seconded by Councillor Stutt That Council:

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

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

An amendment was

Moved by Councillor Annis
Seconded by Councillor Bose
That Council receive current information
then consult the public through a

regarding the policing transition and referendum process.

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

RES.R22-2059

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

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

Appendix “E” Letter from Regional Mayor



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

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

Mayor Brenda Locke
City of Surrey
Mayor@Surrey.ca

Dear: Hon. Mike Farnworth and Mayor Brenda Locke,

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

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

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

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

City of Coquitlam
3000 Guildford Way
Coquitlam, BC Canada V3B 7N2
Mayor’s Office: 604-927-3001 | Fax: 604-927-3015
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When Surrey City Council made the decision to transition to a municipal Surrey Police Service (the “SPS”) 3 years ago, the Mayors’ Forum raised significant concerns to the Province and the RCMP, as reflected in the minutes as well as this issue becoming a “standing agenda item”.

The following attached correspondence refers to these representations:

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

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

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

File #: 01-0400-20/PSS1/2022-1 Doc #: 4663647.v1

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

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

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

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

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

Sincerely,



Richard Stewart
Mayor, City of Coquitlam



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

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

A/Commr. Maureen Levy
LMD RCMP District Commander EMAIL: Maureen.levy@rcmp-grc.gc.ca

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

LMD RCMP Mayors' Forum
Surrey City Council
Attach.

Appendix “F” Financial Analysis

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

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

The following three scenarios were considered within this analysis:

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

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

Analysis was undertaken to determine the City’s estimated operating cost of policing under both the SPS and the RCMP under a steady state of 734 sworn members for each force, excluding integrated team member strength of 58 and City Police Support Services. Since 2018, the City’s funded policing strength has been 734 Members, excluding Integrated Teams. Accordingly, this is an appropriate basis of comparison between the policing costs of both agencies on a like-for-like basis over a 12-month period at a steady state (i.e., no transition costs included). Key assumptions and facts that were utilized include:

- a) 734 sworn members for each police force on day one of the 12-month period.
- b) SPS fiscal year January 1 to December 31 and RCMP fiscal year April 1 to March 31.
- c) RCMP costs and staffing composition based on preliminary Multi-Year Financial Plan data provided by RCMP.

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

Table 1: Estimated Steady State Policing Costs

ESTIMATED STEADY STATE POLICING COSTS OVER A 12-MONTH PERIOD - SCENARIO 1 (\$ MILLIONS)	SPS FTE @ 734	RCMP FTE @ 734	DIFFERENCE (\$)	DIFFERENCE (%)
Sworn Member Base Salary	\$93.6	\$84.0	\$9.6	11.4%
Operational, Administrative, & Other Personnel Costs	\$86.5	\$80.0	\$6.5	8.1%
Subtotal Operating Costs	\$180.1	\$164.0	\$16.1	9.8%
Estimated SPS Ongoing Risk and Claims Costs ¹	\$3.0	\$0.0	\$3.0	100.0%
Estimated Increase in E-Comm Levy & Other Information Technology Enhancements ²				
Subtotal Other Costs	\$3.0	\$4.0	(\$1.0)	(25.0%)
Federal Government 10% Subsidy	\$0.0	(\$16.8)	\$16.8	(100.0%)
Total	\$183.1	\$151.2	\$31.9	21.1%
Cost per Officer (734 total)	\$249,460	\$205,990	\$43,470	21.1%

Notes:

1 – As per assumption (k) above

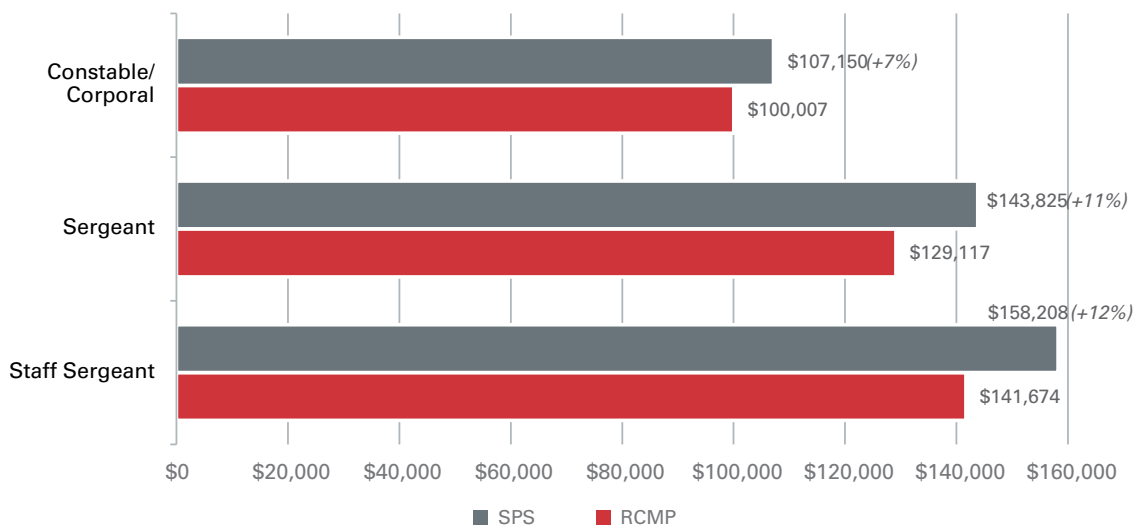
2 - As per assumption (l) above

The analysis calculates a 12-month total policing cost of \$183.1M for SPS and \$151.2M for the RCMP, resulting in a \$31.9M (21.1%) difference per year. It is reasonable to expect that any further addition to policing resources above a member strength of 734 would further increase the steady state cost difference, given currently available information.

It is reasonable to assume key drivers of the steady state cost difference for policing services include, but are not limited to, higher salary compensation rates for SPS staff as shown in Graph 1 and 2, mix of sworn members and the 10% Federal Government subsidy deducted from the RCMP's costs.

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

Graph 1: SPS vs. RCMP Average Base Salary Comparison



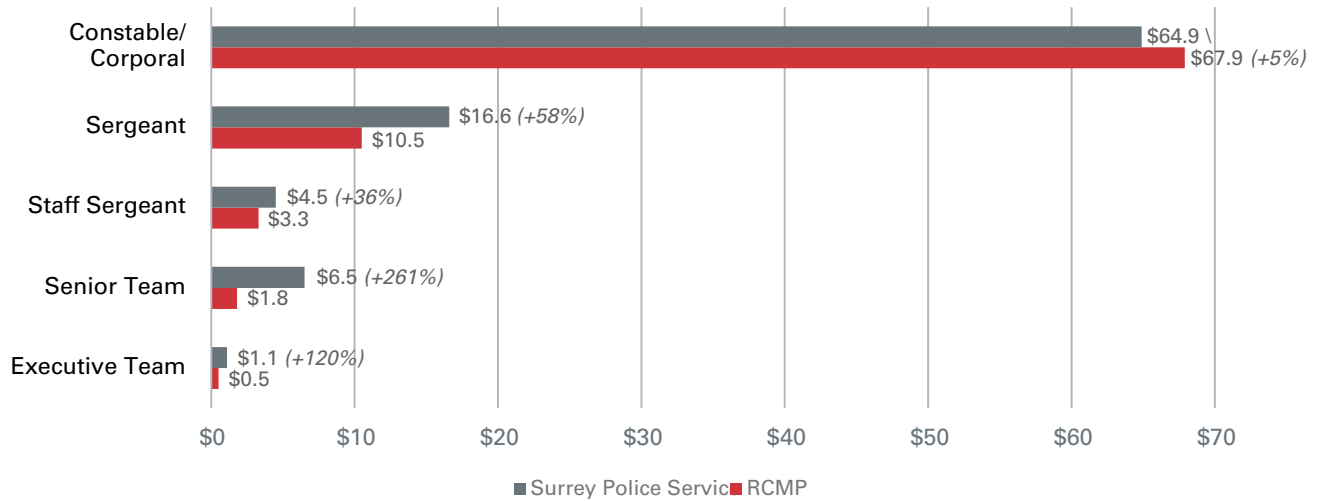
Sources:

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

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

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

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



Generally speaking, the Graph 2 shows the RCMP has higher base salary costs for constables and corporals, while SPS has higher base salary costs for senior sworn members.

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

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

It is important to note that this analysis incorporates costs as of a specific point in time, as outlined in the assumptions above. It is reasonable to assume that the SPS cost premium, or RCMP discount, may increase or decrease over time as any changes to personnel, operational, and administrative costs are compounded into the future.

2) Retaining the RCMP as POJ and Ultimate Dissolution of SPS and Board

Analysis was undertaken to determine an estimate for the financial requirements to retain the RCMP as POJ and restore sworn member strength to 734. Key assumptions and facts that were utilized include:

- a) RCMP demobilization under Phase One HR Plan ceased November 14, 2022.

- b) SPS continues hiring in advance of sworn member deployment requirements (based on Provisional 2023 Budget information received from SPS, inclusive of ongoing capital requirements).
- c) Provincial decision to approve the City's request to retain the RCMP as POJ received January 31, 2023, commencing the dissolution of SPS policing operations and the Surrey Police Board.
- d) SPS ceases all hiring and deployment as of January 31, 2023.
- e) Surrey Police Board provides 60-day notice of intent to terminate employment to all SPS sworn members and civilian staff effective February 1, 2023 at regular pay rates with full benefits (included within SPS Operating Costs in Table 2).
- f) RCMP budget predicated on Member utilization of 734 on April 1, 2023 (as per preliminary Multi-Year Financial Plan data provided by the RCMP, inclusive of ongoing capital requirements).
- g) SPS unionized sworn members' severance calculation effective April 1, 2023, assumptions include elements from union employment agreements in place:
 - i. 18-months severance calculation includes base salary and benefits.
 - ii. Severance payments are subject to any previously agreed upon compensation increases scheduled to take effect after the notice of termination date.
 - iii. Unionized sworn members who obtain work as a police officer with alternate police agencies are subject to a 50% reduction on all remaining severance payments subsequent to the hire date with their new employer.
 - iv. 50% of unionized sworn members will obtain alternate employment as police officers and receive a reduced severance of nine months.
 - v. All unionized sworn members are hired with "Recognized Policing Service"
- h) SPS non-unionized sworn members and civilian staff severance calculation effective April 1, 2023.
 - i. Non-unionized sworn member severance of 18-months.
 - ii. Civilian staff average severance of 2 months .
 - iii. SPS civilian staff who obtain subsequent employment with the City will be posted into existing vacant positions, with no incremental cost impact.
- i) Starting 2024, salary and benefits increase of 3% each year (equal for both police forces).
- j) Legal and consulting costs for City's due diligence activities regarding retention of RCMP as POJ included.
- k) Potential contractual obligations, with consideration for recoveries, to address in-stream and potential procurement activities included.

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

Table 2: Estimated Costs for Policing – Retaining RCMP as POJ

ESTIMATED COSTS FOR POLICING – RETAINING RCMP AS POJ - SCENARIO 2 (\$MILLIONS)	2023	2024	2025	2026	2027	5 YEAR TOTAL
SPS Operating Costs	\$27.1	\$0.0	\$0.0	\$0.0	\$0.0	\$27.1
SPS Severance Costs ¹	\$80.9	\$0.0	\$0.0	\$0.0	\$0.0	\$80.9
Potential Contractual Obligations ¹	\$6.0	\$0.0	\$0.0	\$0.0	\$0.0	\$6.0
Remaining One-Time Transition Funding	(\$3.0)	\$0.0	\$0.0	\$0.0	\$0.0	(\$3.0)
Subtotal SPS Costs	\$111.0	\$0.0	\$0.0	\$0.0	\$0.0	\$111.0
RCMP Operating Costs	\$143.7	\$158.9	\$164.7	\$169.6	\$174.4	\$811.3
City Legal & Consulting Costs	\$2.5	\$0.0	\$0.0	\$0.0	\$0.0	\$2.5
Subtotal RCMP Costs	\$146.2	\$158.9	\$164.7	\$169.6	\$174.4	\$813.8
Total	\$257.2	\$158.9	\$164.7	\$169.6	\$174.4	\$924.8

Notes:

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

3) Continuing the Transition to SPS with No Municipal RCMP Policing

Analysis was undertaken to determine an estimate for the forward-looking financial requirements to finalize the police transition to the SPS with a sworn member strength of 734. Key assumptions and facts that were utilized include:

- a) Provincial direction to the Surrey Police Board to complete the transition is received by the Board by January 31, 2023.
- b) SPS continues staff hiring in advance of sworn member deployment requirements (based on Provisional 2023 Budget information received from SPS, inclusive of ongoing capital requirements).
- c) The Phase One HR Plan to May 31, 2023 remains in effect.

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

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

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

ESTIMATED COSTS FOR POLICING CONTINUING THE TRANSITION TO SPS – SCENARIO 3 (\$MILLIONS)	2023	2024	2025	2026	2027	5 YEAR TOTAL
SPS Operating Costs	\$141.1	\$183.7	\$196.6	\$202.3	\$208.2	\$931.9
Estimated SPS Ongoing Risk and Claims Costs ¹	\$3.0	\$3.1	\$3.2	\$3.3	\$3.4	\$16.0
One-Time Transition Funding	\$20.9	\$0.0	\$0.0	\$0.0	\$0.0	\$20.9
Subtotal SPS Costs	\$165.0	\$186.8	\$199.8	\$205.6	\$211.6	\$968.8
RCMP Operating Costs	\$97.2	\$75.3	\$18.9	\$0.0	\$0.0	\$191.4
Total	\$262.2	\$262.1	\$218.7	\$205.6	\$211.6	\$1,160.2

Notes:

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

It is important to note that there is potential for considerable variability in the expected timeline for the Phase Two HR Plan approval and full RCMP demobilization. Prolonging the timeline beyond the nine-month approval process period and 20-month demobilization period would result in the total amount being higher than shown in Table 3.

Summary of Comparative Five-Year Policing Operating Costs

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

Table 4: Estimated Five-Year Costs for Policing

ESTIMATED FIVE-YEAR POLICING COSTS (\$MILLIONS)	2023	2024	2025	2026	2027	5 YEAR TOTAL
Scenario 2 Retaining RCMP as POJ	\$257.2	\$158.9	\$164.7	\$169.6	\$174.4	\$924.8
Scenario 3 Continuing Transition to SPS	\$262.2	\$262.1	\$218.7	\$205.6	\$211.6	\$1,160.2
Difference – Cost/(Savings)	(\$5.0)	(\$103.2)	(\$54.0)	(\$36.0)	(\$37.2)	(\$235.4)

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

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

City Budget Impact 2023-2026

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

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

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

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

ESTIMATED POLICING SERVICES FUNDING SHORTFALL RETAINING RCMP AS POJ – SCENARIO 2 (\$MILLIONS)	2023	2024	2025	2026	4 YEAR TOTAL
SPS Operating Costs	\$111.0	\$0.0	\$0.0	\$0.0	\$111.0
RCMP Operating Costs	\$146.2	\$158.9	\$164.7	\$169.6	\$639.4
Subtotal Operating Costs	\$257.2	\$158.9	\$164.7	\$169.6	\$750.4
Integrated Teams	\$16.5	\$16.9	\$17.3	\$17.8	\$68.5
City Police Support Service	\$25.1	\$25.8	\$26.6	\$27.4	\$104.9
Federal Government 10% Subsidy on SPS Deployed Members ¹	(\$0.6)	\$0.0	\$0.0	\$0.0	(\$0.6)
Subtotal Other Costs	\$41.0	\$42.7	\$43.9	\$45.2	\$172.8
Total Funding Requirement	\$298.2	\$201.6	\$208.6	\$214.8	\$923.2
Total Policing Operations Budget²	\$202.5	\$211.0	\$216.2	\$221.5	\$851.1
Total Funding Excess/(Shortfall)	(\$95.7)	\$9.4	\$7.6	\$6.6	(\$72.1)

Notes:

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

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

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

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

ESTIMATED POLICING SERVICES FUNDING SHORTFALL - SCENARIO 3 CONTINUING TRANSITION TO SPS (\$MILLIONS)	2023	2024	2025	2026	4 YEAR TOTAL
SPS Operating Costs	\$144.1	\$186.8	\$199.8	\$205.6	\$736.3
One-Time Transition Funding	\$20.9	\$0.0	\$0.0	\$0.0	\$20.9
RCMP Operating Costs	\$97.2	\$75.3	\$18.9	\$0.0	\$191.4
Subtotal Operating Costs	\$262.2	\$262.1	\$218.7	\$205.6	\$948.6
Integrated Teams	\$16.5	\$16.9	\$17.3	\$17.8	\$68.5
City Police Support Service	\$25.1	\$25.8	\$26.6	\$27.4	\$104.9
Federal Government 10% Subsidy on SPS Deployed Members ¹	(\$2.9)	\$0.0	\$0.0	\$0.0	(\$2.9)
Subtotal Other Costs	\$38.7	\$42.7	\$43.9	\$45.2	\$170.5
Total Funding Requirement	\$300.9	\$304.8	\$262.6	\$250.8	\$1,119.1
Total Policing Operations Budget²	\$202.5	\$211.0	\$216.2	\$221.5	\$851.1
Total Funding Excess/(Shortfall)	(\$98.4)	(\$93.8)	(\$46.5)	(\$29.4)	(\$268.0)

Notes:

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

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

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

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

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

SPS Actual Expenditures

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

Table 7: SPS Actual Expenditures

SPS ACTUAL EXPENDITURES (\$MILLIONS)	INCEPTION TO DATE OCT 31, 2022	FORECAST NOVEMBER & DECEMBER 2022	FORECASTED INCEPTION TO DATE TO DECEMBER 31, 2022
Operating Costs	\$48.2	\$15.2	\$63.4
Capital Expenditures	\$1.7	\$0.8	\$2.5
One-Time Transition Spending	\$31.0	\$7.0	\$38.0
Total	\$80.9	\$23.0	\$103.9

Summary of Scenario Analysis

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

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

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

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

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

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

Conclusion of Financial Analysis

The financial analysis conducted within this report does not assign a monetary value to potential contingencies due to variances relative to the assumptions used. Any additional funding requirements for contingencies will need to be considered as part of the 2023-2027 Five-Year Financial Plan budgeting process.

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

This analysis does not contemplate the qualitative aspects of either SPS or RCMP policing services. Justification to support the “value for money” received by the City under either police force’s service delivery model is beyond the scope of this financial analysis.

Appendix “G” Implementation

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

- Cessation of new hiring by the Board;
- Cessation of further SPS deployments under the HR Plan;
- Amending the Terms of Reference for the SPTTC, allowing it to oversee the process for retaining the RCMP as POJ;
- Subsequent dissolution of the SPTTC;
- Plan for the progressive withdrawal of deployed SPS officers from the MPU;
- Manage outstanding contracts and other agreements in place with the SPS;
- Amend, rescind, or otherwise manage legal instruments and agreements and remaining legal responsibilities;
- Termination of Phase One MOUs and Assignment Agreement;
- Cessation of all new procurement activities by the Board, beyond those required for maintenance of its employees and operations during implementation of this Plan;
- Revision of the Board’s provisional budget for 2023 to ensure alignment with this Plan;
- Discharge of Board obligations under its collective agreement with the SPS;
- Repurpose, recycle, or otherwise dispose of equipment and information management and information technology in possession of the Board and SPS, including appropriate disposal of use of force equipment;
- Dispose, store, or transfer records created by the Board and the SPS, with initial emphasis on current investigative files, which will continue to be monitored by supervisors and readers;
- Return City owned or leased facilities presently occupied by the Board and SPS;
- Termination of all contracts and other agreements held solely by the Board and the SPS;
- Consult and provide timely updates to the public and stakeholders, including Indigenous communities, in particular, the Semiahmoo and Katzie First Nations, on implementation of this Plan;
- Confirmation from Canada and the Province respecting the authorized strength of the Surrey MPU;
- Confirmation by Canada of the revocation of the request to reduce and terminate the MPUA;
- Collaboration between Canada and the RCMP to ensure that the RCMP’s obligations under this Plan are met, including all necessary authorities;
- Collaboration among federal agencies and departments to address implications arising from the maintenance of RCMP as POJ; and
- Eventual dissolution of the Board and the SPS.

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

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

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

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

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

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

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

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

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

Information Management and Information Technology (IM/IT) – The City’s IM/IT team will wind down the hardware and software applications installed for SPS, dispose or re-purpose material to the City, and terminate contracts where necessary. In addition, the team will plan for the management of information and storage of Board and SPS records. The following specific tasks refer:

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

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

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

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

Appendix “I” RCMP Workplan and Timeline

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

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

Recruitment Targets

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

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

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

CANDIDATE POOL	POTENTIAL OFFICERS	HIRING RANGE	ESTIMATED HIRES
Operational SPS Officers	168	27 - 50%	45 - 84
Non-Operational SPS Officers	119 ⁹	27 - 50%	32 - 60
Other EPOs	140 (est.)	10 - 15%	14 - 21
RCMP Cadets	67	100%	67
SPS Recruits	28	27 - 50%	8 - 14
TOTALS:	522		166 - 246

⁹ This figure includes 19 previously operational SPS officers that have completed all onboarding requirements.

Estimated Hiring Ranges

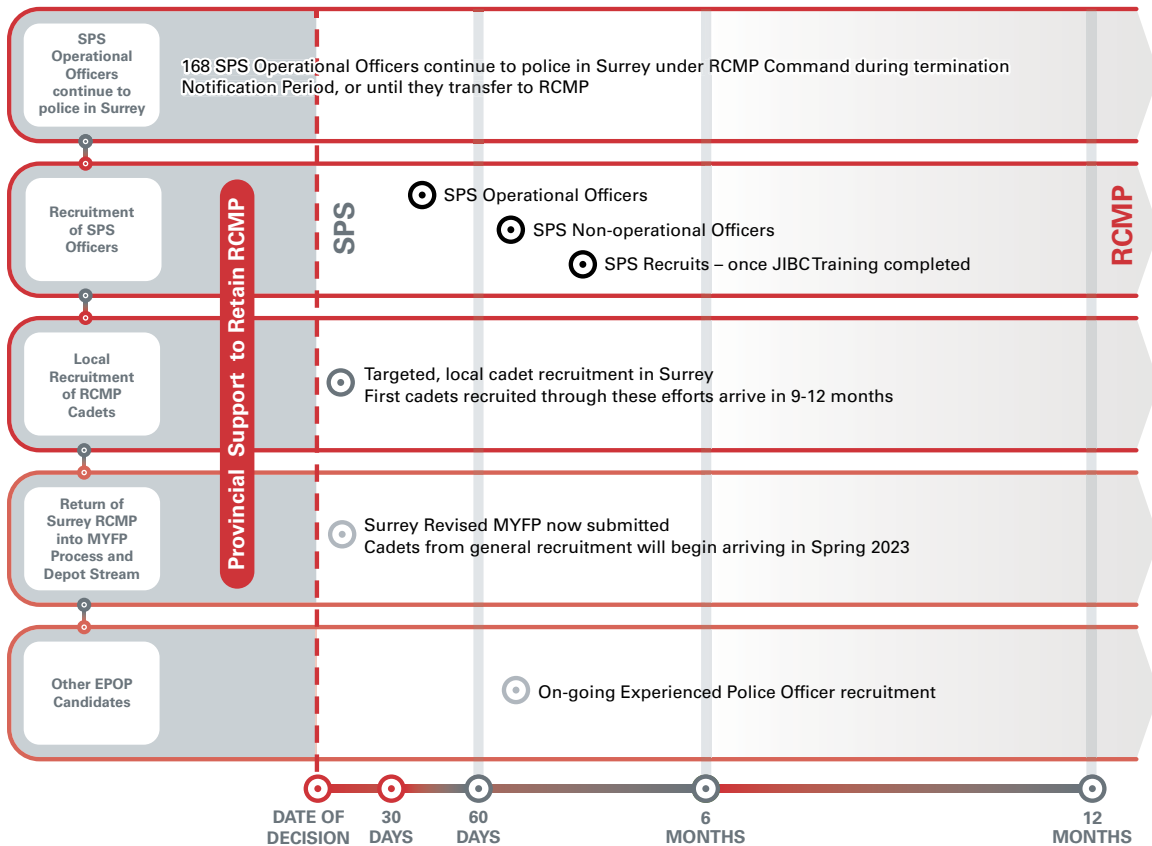
Establishing the estimated hiring ranges for each of the five candidate pools considered the following:

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

Implementation Plan

Surrey RCMP is committed to ensuring a timely conclusion to transition-related activities in the detachment. The target timeframe to have hiring obligations completed for Surrey is within 12 months after hiring processes commence (see Figure 2 below).

Figure 2: RCMP Staffing Initiatives and Hiring Timeline



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

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

Outreach

Immediate actions will be taken to:

- Establish communication with SPS Officers to discuss positions and initiate the EPOP hiring processes. All Operational SPS Officers will be personally contacted by an RCMP representative. All Non-Operational SPS Officers will be contacted as well.
- Advertise cadet recruitment sessions over multiple platforms (conventional and social media channels).
- Expand existing marketing initiatives for EPOs over established contact platforms.
- Contact SPS recruits to confirm plans for the remainder of their training and potential interest in becoming an RCMP member in Surrey.

Application Processes

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

These enhancements include:

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

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

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

RCMP will also provide targeted hiring opportunities to SPS Non-Operational Officers through the EPOP program and will consider SPS officers at all ranks. Security clearances for approximately 36% of the 119 SPS Officers in this hiring pool have already been completed and can be utilized for the EPOP processes as well.

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

Surrey RCMP will begin accepting cadets immediately.

Confirmation of Employment Offer and Onboarding

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

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

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

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

Hiring Timelines

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



Binding Conditions Set by the Director of Police Services

Excerpt of page 43 from:

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

April 2023

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

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

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

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

Decision on Surrey Police Service ensures public safety in Surrey

July 19, 2023 – News Release
Ministry of Public Safety and Solicitor General

The Province is securing safety and providing certainty for people in Surrey and throughout British Columbia by directing the City of Surrey to move forward with the Surrey Police Service.

The minister of public safety and solicitor general has carefully considered the city's corporate report on moving back to the Surrey RCMP. The minister has determined that for the second time, the city has failed to demonstrate that moving back to the RCMP will be safe and not affect other communities throughout the province, thereby not meeting the requirements imposed on the process.

This decision was made under Section 2 of the Police Act, which states that the minister of public safety and solicitor general must ensure that adequate and effective law enforcement is maintained throughout the province. The decision was made to avoid a crisis in policing in Surrey, which would have pulled officers from other parts of the province as officers are redeployed to fill critical gaps.

"People's safety, in Surrey and across the province, is non-negotiable. The city has failed to meet the requirements I placed to prevent a situation where there are not enough police officers to keep people safe in Surrey," said Mike Farnworth, Minister of Public Safety and Solicitor General. "We cannot allow people in Surrey or in other communities to be put at risk. British Columbians need to know that when they call the police, help will come – and people in Surrey want this uncertainty over who will police their city to end, and to know that they will be safe in their community."

Based on documents provided by the city, the minister concluded that the city failed to meet the requirements to prevent an exodus of Surrey Police Service officers, or to staff up the Surrey RCMP without pulling RCMP officers from other communities. The RCMP continues to experience a critical vacancy problem in British Columbia and across Canada. This issue is longstanding, and the RCMP has been unable to produce officers to fill vacant positions or implement solutions to meet expected growth.

"The Surrey Police Service is the only path forward to ensuring the safety of the people of Surrey, as well as people across the province, and for putting in place the long-term, stable policing they need," Farnworth said. "Effective collaboration between the city, the Surrey Police Service and the RCMP is

essential to continue the transition, and I have made it clear to all parties that I expect them to work together to achieve our common goal of safety for people in Surrey.”

In order to facilitate moving forward with the Surrey Police Service, the minister has appointed Jessica McDonald as the strategic implementation advisor, fulfilling a key requirement put in place by the minister. McDonald has extensive experience in organizational transformation as well as federal and provincial public-sector leadership. In this role, she will aid parties in meeting timelines, facilitate dispute resolution, and ensure effective communication and completion of the transition to the Surrey Police Service.

The Province has recommitted to providing the city with \$150 million to help offset the costs of moving forward with the Surrey Police Service, so that costs are not passed on to residents and businesses. Further, this summer the minister will begin consultation on legislation being considered for the fall to ensure that this type of situation never happens again.

Quick Facts:

- The Surrey Police Service is the second largest municipal police department in the Province after the Vancouver Police Department with 400 sworn officers and support staff.
- In 2018, City of Surrey council decided to move away from Surrey’s RCMP police model and opt for its own municipal police department, the Surrey Police Service.
- The minister of public safety and solicitor general approved the city’s transition plan in February 2020, and the City of Surrey has been implementing the transition since that time.
- The integrated RCMP/Surrey Police Service transition period began in November 2021 with the first Surrey Police Service officers being operationally deployed .
- In November 2022, the City of Surrey’s newly elected mayor and council decided to maintain the RCMP as its police model and reverse the transition.
- The ministry commissioned an independent financial analysis that concluded that Surrey Police Service would cost approximately \$30 million more per year than the RCMP.
- The Province remains committed to providing \$150 million to help offset these additional costs.