

Surrey Policing Transition Plan

Developed Collaboratively by:

City of Vancouver

City of Surrey

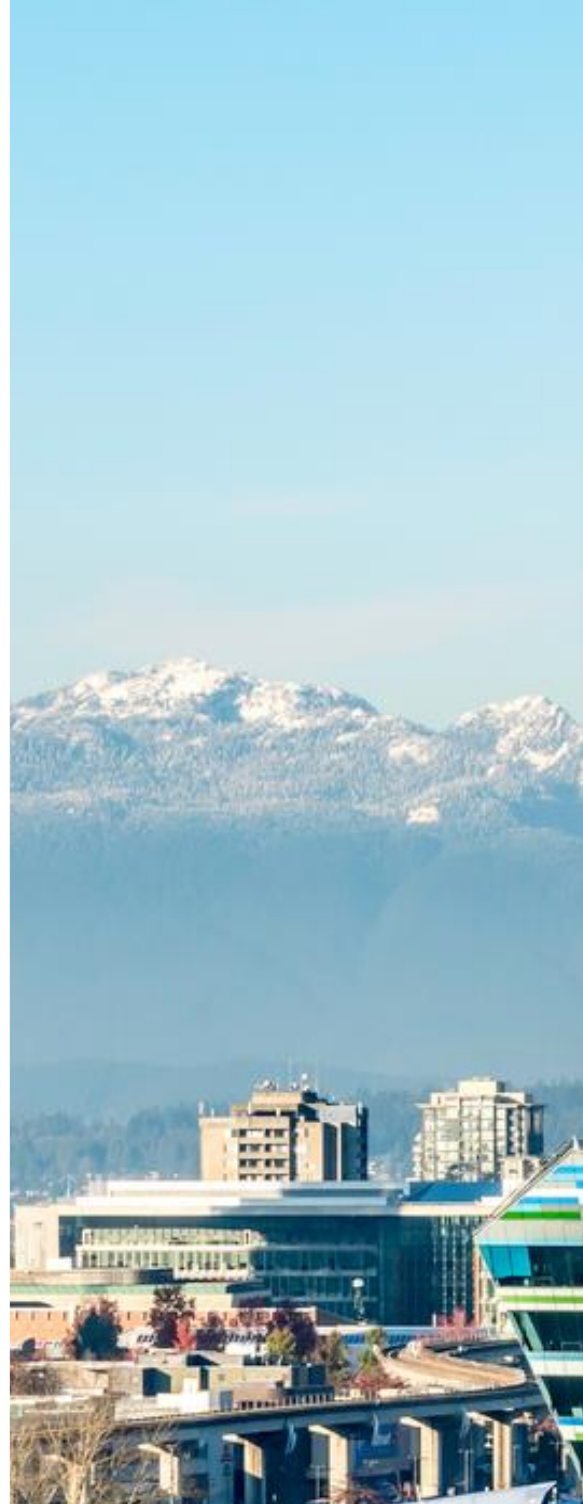
Vancouver Police Department

Curt T. Griffiths, PhD

Third Party Assessment provided by:

PricewaterhouseCoopers LLP

May 2019



Surrey Policing Transition Plan

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1. Executive Summary

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

Introduction

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

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

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

Transition to Municipal Policing

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

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

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

Key benefits of transition include:

- *Officers connected to the community:* The Surrey Police Department (Surrey PD) will be able to recruit officers who reflect Surrey's diversity and who spend their entire careers in the community developing long-term relationships with residents, businesses, and community groups thereby improving the public's confidence, trust, and safety.
- *Community focus:* The Surrey PD will be a community-focused police department with priorities set, and solutions developed, locally. This will facilitate the design and delivery of timely public safety solutions tailored to address community needs and challenges.
- *Board oversight:* The Surrey Police Board, chaired by the mayor and comprised of community representatives, will provide local governance and oversight, financial accountability, and a direct link to the municipal council.
- *Accountability:* Surrey PD officers will be accountable to the public through transparent and independent provincial civilian bodies that maximize local police accountability.

Current Staffing Model

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

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

Proposed Staffing Model – Surrey Police Department

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

Highlights of the Proposed Operating Model

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

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

- **Visibility in the community:** More than 64% of all sworn Surrey PD members will deploy in uniform and interact with the public on a regular basis. In addition, Community Safety Personnel will engage with the public, responding to calls for service and participating in community events. This will maximize community engagement and improve public safety.
- **Proactive and flexible model:** The Surrey PD model contains a robust investigative capacity, a flexible patrol model to ensure a nimble response to calls for service, and a focus on intelligence-led policing to proactively combat gang crime and violent crime.
- **Tiered policing:** The Surrey PD will utilize Community Safety Personnel to take on lower priority, lower risk, and lower complexity policing tasks in order to better leverage frontline sworn resources.
- **Community partnerships:** The proposed operating model invests resources to maintain existing police–community partnerships including: Sophie’s Place, the Surrey Safe School program, the Surrey Wraparound program, the Surrey Mobilization and Resiliency Table (S.M.A.R.T.) initiative, and the Surrey Anti-Gang Family Empowerment (S.A.F.E.) program.
- **Focus on youth engagement:** The Surrey PD will build strong relationships with Surrey youth and engage in gang prevention activities, youth diversion programs, and youth counselling referrals. This includes 29% more school liaison and youth officers dedicated to a preventative approach to gangs and organized crime.

The Transition – Financial Projections

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

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

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

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

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

Moving Forward

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

2. Background

Introduction

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

Benefits of Municipal Policing

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

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

Police Board Governance

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

¹ <https://www.surrey.ca/city-government/28336.aspx>

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

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

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

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

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

Accountability and Transparency

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

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

Long-Term Stability and Local Community Knowledge

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

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

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

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

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

Surrey's Policing Agreement

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

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

Municipal Police Unit Agreement

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

The RCMP took over municipal policing duties in Surrey on May 1, 1951.³ Prior to this, the municipality was policed by the Surrey Police Department. The first official constable was appointed by the Surrey Municipal Council in 1887 and the first full-time officers were appointed in 1905.

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

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

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

² Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 14).

<https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf>

³ A History of Policing in Surrey. <http://www.surreyhistory.ca/police.html>

⁴ Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 17).

<https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf>

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

Termination Clause and Orderly Transition

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

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

Technical Assistance Agreement

On November 5, 2018, Surrey City Council convened a Regular Council meeting where they approved a motion directing staff to “take all appropriate steps to immediately create a Surrey Police Department” and “to notify the federal and provincial governments that the City of Surrey is terminating its contract for the RCMP municipal police service.”⁸ A formal notice was then provided to the Province on November 6, 2018. On November 13, 2018, Dr. Terry Waterhouse was appointed as the General Manager in charge of Policing Transition. He leads the transition planning process for the City of Surrey. Dr. Waterhouse has extensive experience in the criminal justice system and has been in charge of Public Safety for the City of Surrey since 2015.⁹

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

⁵ Surrey Municipal Police Unit Agreement 2012.

⁶ The VPD cannot confirm the legal validity of this assumption. If the parties seek legal assurance regarding this term and other terms of transition set out in the Agreements they should seek legal advice.

⁷ Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (pages 24-25).

<https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf>

⁸ Surrey City Council Motion - Establishing a Surrey Police Department.

⁹ City of Surrey, Surrey Policing Transition. <https://www.surrey.ca/community/28947.aspx>

¹⁰ <https://www.surrey.ca/city-government/28336.aspx>

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

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

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

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

Project Description

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

Project Scope

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

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

Project Methodology

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

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

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

Third Party Assessment

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

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

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

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

3. Environmental Scan

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

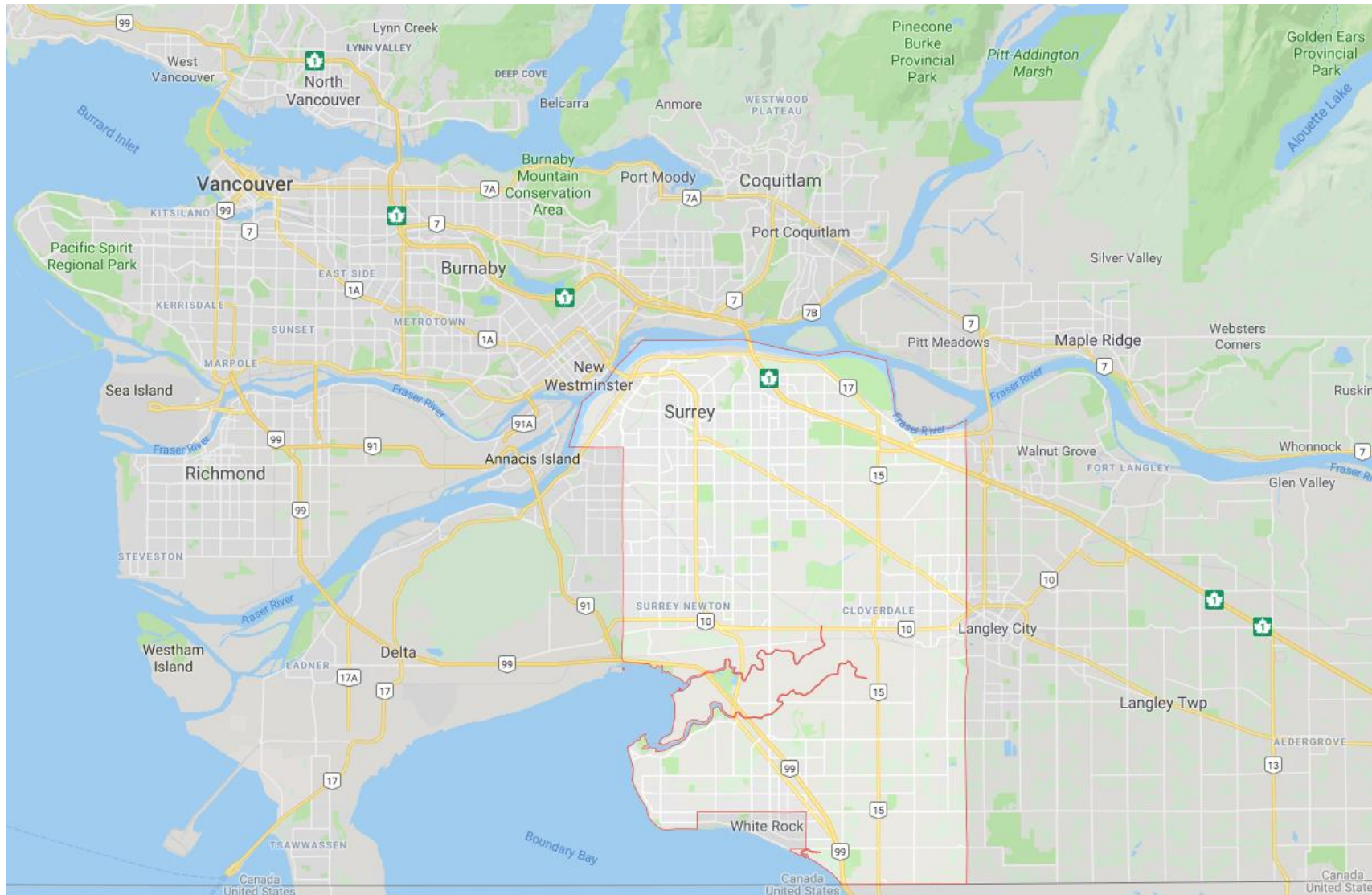
Surrey's Policing Environment

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

Geography

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

Figure 1. Map of Surrey and Neighbour Jurisdictions



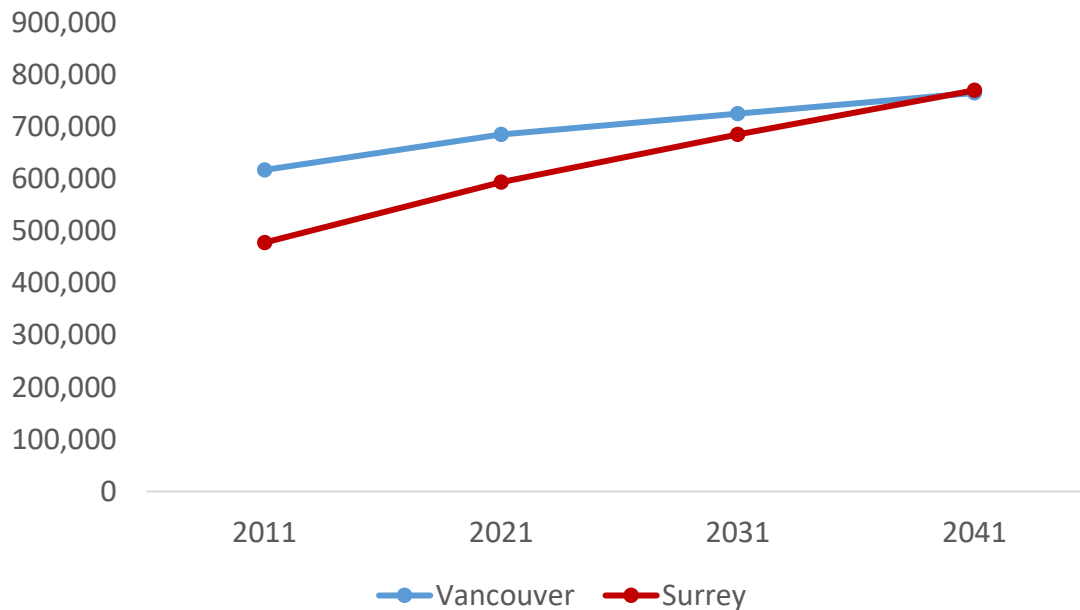
SOURCE: Google Map. <https://www.google.com/maps/place/Surrey,+BC/@49.1654761,-123.0265161,11z/data=!4m5!3m4!1s0x5485dc034d3fa75b:0xd28b4898abd598e018m2!3d49.1913466!4d-122.8490125>

Regionally, Surrey is connected to the cities north of the Fraser River via two major thoroughfares. The Port Mann Bridge links Guildford to Coquitlam, while the Pattullo Bridge links Whalley to New Westminister. The SkyTrain Expo Line runs from New Westminister to Surrey, with four stations in Surrey. In an effort to reduce vehicle traffic and encourage alternative modes of transportation, Surrey has partnered with TransLink to create the BC Parkway, a multi-use path that roughly parallels the SkyTrain Expo Line, connecting Surrey City Centre, New Westminister, South Burnaby, and Vancouver. Surrey is also connected globally through the Port of Vancouver and two international airports located within 45 minutes of the city.

Demographics

At the time of the 2016 Census, Surrey had a total of 517,885 residents and a population density of 1,637 residents per square kilometre.¹¹ By comparison, Vancouver’s population density in 2016 was 5,493 residents per square kilometre. Surrey is one of the fastest growing cities in BC. While Surrey is currently the second most populous city in BC, it is expected to surpass Vancouver and become BC’s largest city by 2041.¹² It is projected that Vancouver’s population will be approximately 765,000 residents whereas Surrey will have approximately 770,000 residents in 2041.¹³

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



¹¹ Statistics Canada, 2016 Census Profile. <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=5915004&Geo2=PR&Code2=59&Data=Count&SearchText=Surrey&SearchType=Begin&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=5915004&TABID=1>

¹² City of Surrey, Economic Strategy Overview 2017-2027. <https://www.surrey.ca/files/EconomicStrategyOverview.pdf>

¹³ Metro Vancouver 2040: Shaping Our Future, Appendix A. <http://www.metrovancouver.org/services/regional-planning/PlanningPublications/RGSAdoptedbyGVRDBoard.pdf>

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

Diversity

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

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

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

¹⁴ City of Surrey (2017). Phase 1 of the Surrey Urban Aboriginal Social Innovation Strategy.

https://www.surrey.ca/files/AllOurRelations_FINAL_WEB_VERSION.pdf

¹⁵ Surrey Schools, 2018/2019 Fact Sheet.

https://www.surreyschools.ca/ParentServices/ParentInfoBrochures/Documents/Surrey_Schools_Fact_Sheet.pdf

¹⁶ CTV News (August 31, 2018), “Surrey schools still struggling to keep up with population growth.”

<https://bc.ctvnews.ca/surrey-schools-still-struggling-to-keep-up-with-population-growth-1.4076683>

¹⁷ Immigration, Refugees and Citizenship Canada (2018). Immigrant Demographics Surrey, BC.

<https://newtobc.ca/wp-content/uploads/2013/07/Surrey-Immigrant-Demographic-Profile-2018.pdf>

¹⁸ Immigrant Services Society of BC (2017). Syrian Refugee Settlement Patterns in Metro Vancouver: Changing Patterns and New Influences. http://issbc.org/wp-content/uploads/2018/03/2_-_Syrian-Refugee-Settlement_Patterns_final_web.pdf

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

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

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

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

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

Development

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

¹⁹ Rix, A., F. Joshua, M. Maguire, and S. Morton (2009). Improving Public Confidence in the Police: A Review of the Evidence.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/115848/horr50-report.pdf

²⁰ Lloyd, K., and J. Foster (2009). Citizen Focus and Community Engagement: A Review of the Literature.

http://www.police-foundation.org.uk/2017/wp-content/uploads/2017/06/citizen_focus.pdf

²¹ City of Surrey Cycling Plan (2012), page 21. https://www.surrey.ca/files/Surrey_Cycling_Plan_2012.pdf

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

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

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

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

Community Events

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

²² City of Surrey Cycling Plan (2012), page 21. https://www.surrey.ca/files/Surrey_Cycling_Plan_2012.pdf

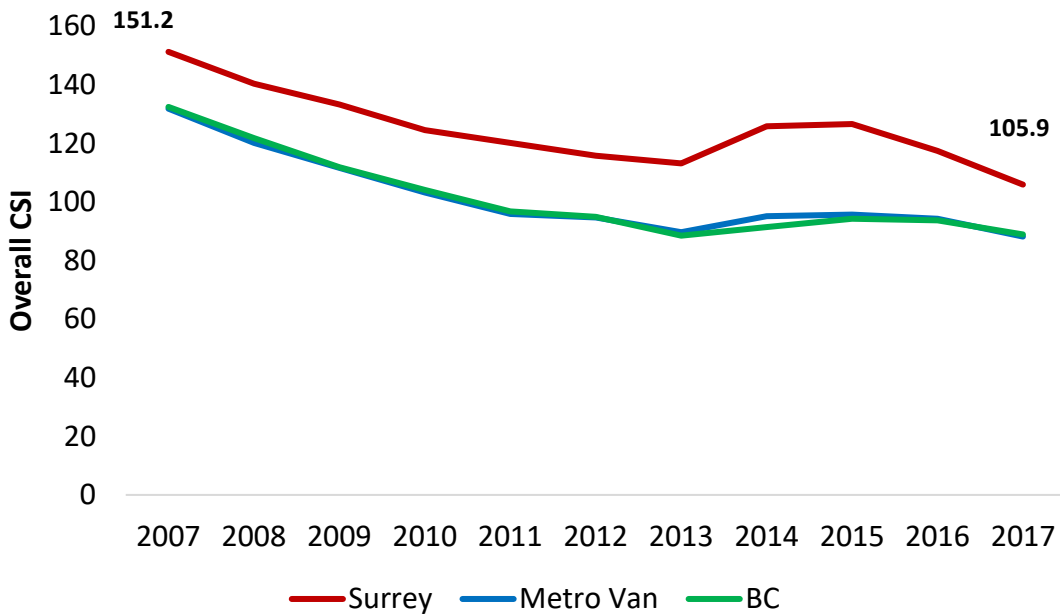
²³ City of Surrey, Building the Next Metropolitan Centre: The City of Surrey Economic Strategy Overview, 2017-2027. <https://www.surrey.ca/files/EconomicStrategyOverview.pdf>

²⁴ City of Surrey (July 24, 2017). <https://www.surrey.ca/city-government/24212.aspx>

Crime Trends

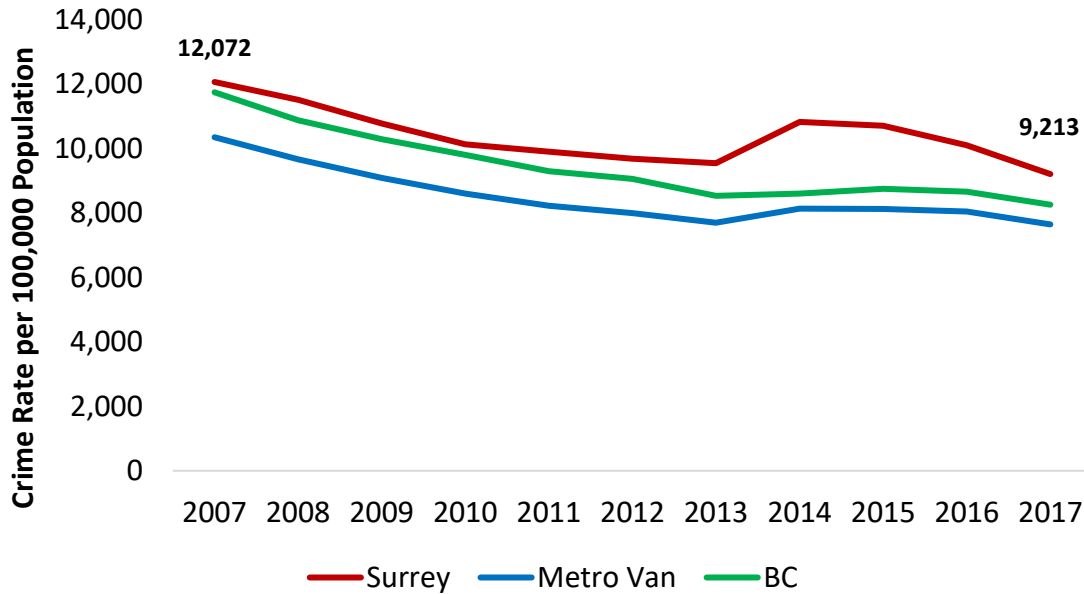
Overall, the crime rate and Crime Severity Index (CSI) in Surrey are higher than Metro Vancouver and British Columbia.²⁵ For example, in 2017, the CSI for Surrey was 20% higher than the CSI for Metro Vancouver and 19% higher than the overall CSI for BC. The 2017 crime rate for Surrey was higher than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

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



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

Figure 4. Overall Crime Rate for Surrey vs. BC (2007-2017)



Surrey’s violent CSI in 2017 was 16% higher than BC’s and 24% higher than Metro Vancouver’s violent CSI. Although Surrey’s homicide rate per population spiked in 2013, the 2017 rate was aligned with the BC-wide homicide rate. Surrey’s homicide rate has generally remained aligned with the provincial average. However, during gang conflicts it has spiked and well exceeded the provincial average.

Figure 5. Violent Crime Severity Index (CSI) for Surrey vs. BC (2007-2017)

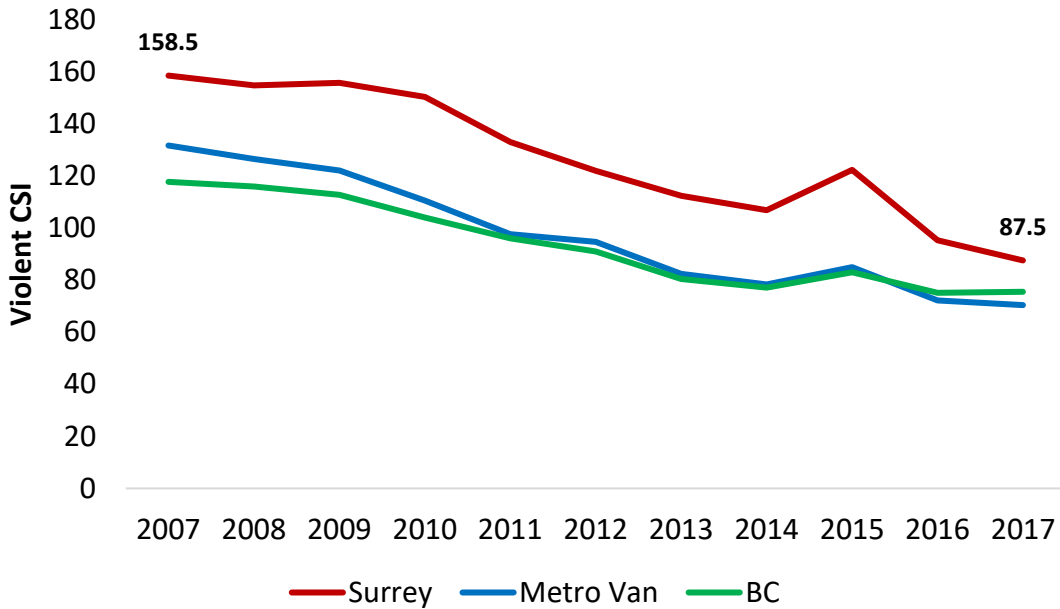
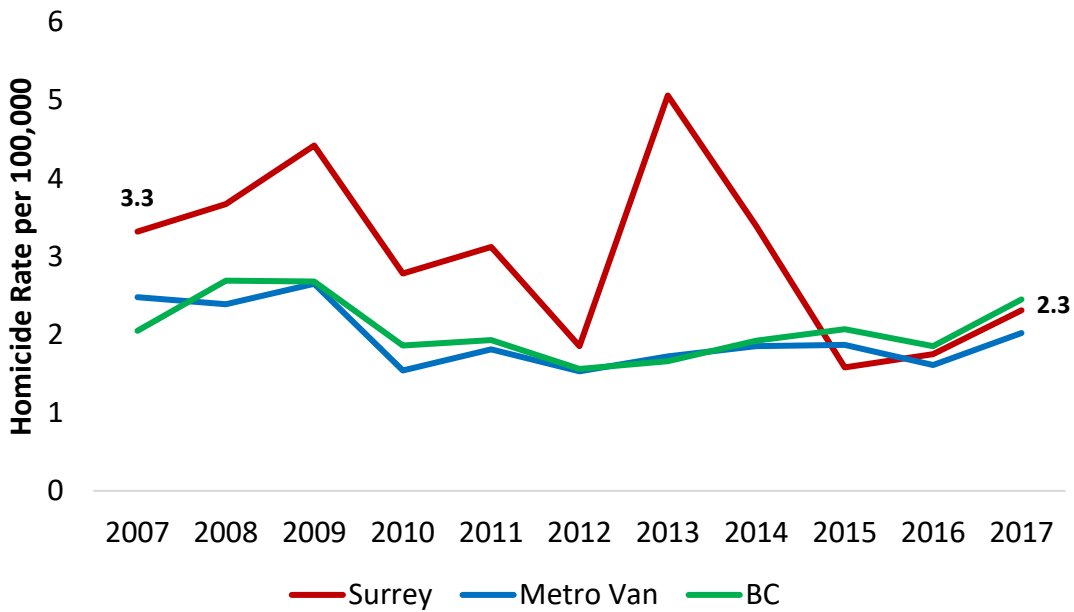


Figure 6. Homicide Rate for Surrey vs. BC (2007-2017)



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

Surrey's Neighbourhoods

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

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

²⁶ Vancouver Sun (August 22, 2018). "Businesses in Surrey's Whalley District Believe Area is Still Not Safe, According to Survey." <https://vancouversun.com/news/local-news/businesses-in-surreys-whalley-district-believe-area-is-still-not-safe-according-to-survey>

²⁷ Research Co. (July 2, 2018). "Concerns About Crime Skyrocket in Surrey." <https://researchco.ca/2018/07/02/crime-surrey/>

²⁸ Research Co. https://researchco.ca/wp-content/uploads/2018/07/Tables_SurPoli_02Jul2018.pdf

Figure 7. Map of Surrey Neighbourhoods



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

Whalley

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

City Centre

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

Guildford

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

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

Fleetwood

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

Newton

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

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

Clverdale

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

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

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

South Surrey

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

Policing Landscape

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

Expanding Role of Policing

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

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

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

Homelessness

In 2017, a Metro Vancouver Regional Homeless Count (conducted every three years) recorded 602 homeless people in Surrey. This represented a 49% increase, or 199 homeless people, compared to 2014.³⁰ This spike was an unprecedented increase compared to the counts obtained in 2008, 2011, and 2014. Out of 602 homeless people in Surrey, 203 people (34%) were unsheltered and literally slept in the street. Any increase in homelessness in general, and unsheltered homeless population in particular, naturally puts a strain on public resources and services such as social work, housing, health, and policing.

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

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

Opioid Crisis and Substance Use

In 2018, 213 people died of an illicit drug overdose in Surrey. This was an increase of 19.0% relative to 2017, 82.1% relative to 2016, and almost triple the number of overdose deaths that were reported by the BC Coroners Service in 2015.³² Fentanyl or an analogue was detected in 85.0% of all Surrey overdose cases from 2018.³³

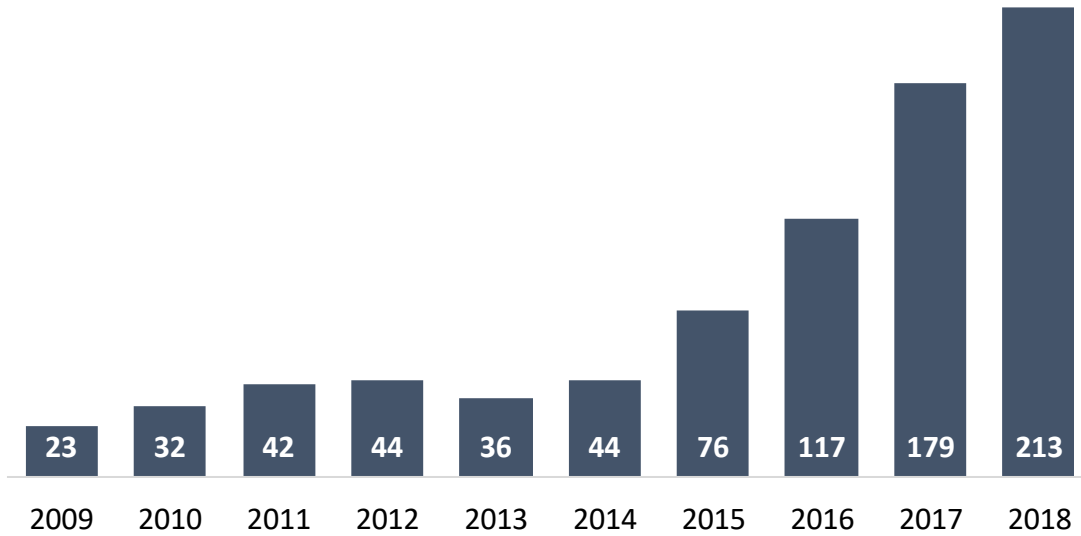
³⁰ BC Non-Profit Housing Association and M. Thomson Consulting (2017). Homeless Count in Metro Vancouver. <http://www.metrovancouver.org/services/regional-planning/homelessness/HomelessnessPublications/2017MetroVancouverHomelessCount.pdf>

³¹ Vancouver Sun (August 22, 2018), “Businesses in Surrey’s Whalley district believe area is still not safe, according to survey.” <https://vancouver.sun.com/news/local-news/businesses-in-surreys-whalley-district-believe-area-is-still-not-safe-according-to-survey>

³² BC Coroners Service, Illicit Drug Overdose Deaths in BC. <https://www2.gov.bc.ca/assets/gov/birth-adoption-death-marriage-and-divorce/deaths/coroners-service/statistical/illicit-drug.pdf>

³³ BC Coroners Service, Fentanyl-Detected Illicit Drug Overdose Deaths. <https://www2.gov.bc.ca/assets/gov/birth-adoption-death-marriage-and-divorce/deaths/coroners-service/statistical/fentanyl-detected-overdose.pdf>

Figure 8. Number of Fatal Overdoses in Surrey (2009-2018)



In response to this ongoing opioid epidemic, Surrey opened a new supervised injection site named SafePoint in 2017. It is located on the Surrey Strip, not far from the Flamingo Block Project on King George Blvd.

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

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

Mental Health

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

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

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

³⁴ Surrey Now-Leader (November 6, 2018). "The struggles and successes of Surrey's homeless housing project." <https://www.surreynowleader.com/news/the-struggles-and-successes-of-surreys-homeless-housing-project/>

³⁵ CBC News (January 31, 2018). "Surrey to get urgent mental health care centre in 2019." <https://www.cbc.ca/news/canada/british-columbia/surrey-to-get-urgent-mental-health-care-centre-in-2019-1.4513414>

³⁶ VPD, Lost in Transition. <https://vancouver.ca/police/assets/pdf/reports-policies/vpd-lost-in-transition.pdf>

³⁷ VPD, Vancouver's Mental Health Crisis: An Update Report. <https://vancouver.ca/police/assets/pdf/reports-policies/mental-health-crisis.pdf>

4. Current Policing Arrangement

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

Current State Financials

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

Full Cost of Policing in Surrey

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

- A. RCMP Contract** – the annual cost paid to the RCMP for the RCMP contracted police services and equipment (\$138.8 million in 2019, including \$14.6 million for integrated teams); and
- B. Surrey RCMP Support Services** – the City’s direct cost to provide civilian support and police facilities (\$24.1 million in 2019, including \$8.0 million in revenue offsets in the form of traffic fine revenue, government grants, and fees for service).

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

- C. 10% Federal Subsidy** – under the Policing Agreement with Surrey, a 10% federal subsidy applies towards all RCMP contract costs (\$15.6 million in 2019, including \$1.8 million specifically for integrated teams);
- D. Additional IHIT Subsidy** – an additional government subsidy applies to IHIT (\$1.4 million in 2019); and
- E. Provincial Tax Exemptions** – exemptions for the Provincial Sales Tax, and the newly implemented BC Employer Health Tax contributions that the RCMP benefits from as a federal government entity (an estimated \$3.4 million in 2019).

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

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

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

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

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

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

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

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

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

Contribution to Integrated Teams

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

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

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

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

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

³⁹ City of Richmond (November 2017). Appendix 2. https://www.richmond.ca/_shared/assets/2_-_IntegratedTeams49064.pdf

Divisional Administration Fee

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

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

National RCMP Programs

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

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

⁴⁰ Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (pages 86-87).
<https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf>

⁴¹ Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 86).
<https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf>

⁴² RCMP (2016). Audit of Information to Support Provincial and Territorial Police Service Agreements,
<http://www.rcmp-grc.gc.ca/en/audit-information-support-provincial-and-territorial-police-service-agreements>.

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

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

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

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

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

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

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

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

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

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

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

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

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

D. Additional IHIT Subsidy

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

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

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

⁴³ Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 57).
<https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf>

⁴⁴ UBCM Secretariat, RCMP Contract — Questions & Answers, Question 6, page 3.
http://www.prrd.bc.ca/board/agendas/2012/2012-10-8833251007/pages/documents/08-C-8RCMPQ_A.pdf

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

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

Future Financial Considerations

Current RCMP Wage Rates

For reference purposes, the following table reflects the current RCMP wage rates, in effect as of March 2019.⁴⁶ The last wage increase for RCMP officers was approved in April 2017 but applied retroactively to 2016. The increase was 1.25% for 2015 and 1.25% for 2016, plus a market adjustment of 2.3% effective April 2016.⁴⁷

Table 2. RCMP Rates of Pay as of 2016

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

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

⁴⁵ BC Ministry of Finance (2017), "Sales and Leases to Governments", Bulletin CTB 002. <https://www2.gov.bc.ca/assets/gov/taxes/sales-taxes/publications/ctb-002-sales-leases-to-government.pdf>.

⁴⁶ RCMP, <http://www.rcmp-grc.gc.ca/en/regular-member-annual-rates-pay> and <http://www.rcmp-grc.gc.ca/en/salary-and-benefits>.

⁴⁷ The Canadian Press (April 5, 2017), <https://www.ctvnews.ca/canada/treasury-board-approves-wage-increase-for-rcmp-officers-1.3356830>.

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

Table 3. Current Constable Salaries in Unionized Canadian Police Jurisdictions

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

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

Path to RCMP Unionization

From 1918 to 1974, RCMP members were forbidden to take part in any union-related activity. In 1965, a Committee studying potential collective bargaining in the federal public service recommended that the Canadian Armed Forces and the RCMP be excluded from such bargaining.⁴⁹ Parliament enacted this recommendation in 1967 by formally excluding RCMP members from the *Public Service Labour Relations Act*, the statutory labour-relations regime applicable to other members of the federal public service. Instead of having a union representing their interests, RCMP members relied on an internal Staff Relations Representative Program from 1974 to May 2016.⁵⁰ This program was the only form of employee representation officially recognized by RCMP management and the primary consultative mechanism that allowed RCMP members to bring labour relations issues (excluding those concerning wages) to RCMP management’s attention.

⁴⁸ There is a possibility that future RCMP wage increases could be retroactive, in which case Surrey RCMP policing costs may be higher than projected.

⁴⁹ See Report of the Preparatory Committee on Collective Bargaining in the Public Service [Heeney Report], July 1965, p. 27.

⁵⁰ Section 56 of the RCMP Regulations.

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

Potential Unionized Wages

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

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

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

Table 4. Estimated Financial Impact of RCMP Wage Parity

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

⁵¹ Mounted Police Association of Ontario v. Canada (Attorney General), 2015 SCC 1, [2015] 1 S.C.R. 3.

⁵² Bill C-7: An Act to amend the *Public Service Labour Relations Act*, the *Public Service Labour Relations and Employment Board Act* and other Acts and to provide for certain other measures. <http://www.parl.ca/DocumentViewer/en/42-1/bill/C-7/royal-assent>

⁵³ StarMetro Vancouver (September 11, 2018). RCMP floats idea of shuttering police detachments in B.C. small towns. <https://www.thestar.com/vancouver/2018/09/11/rcmp-floats-idea-of-shuttering-detachments-in-bc-small-towns.html>

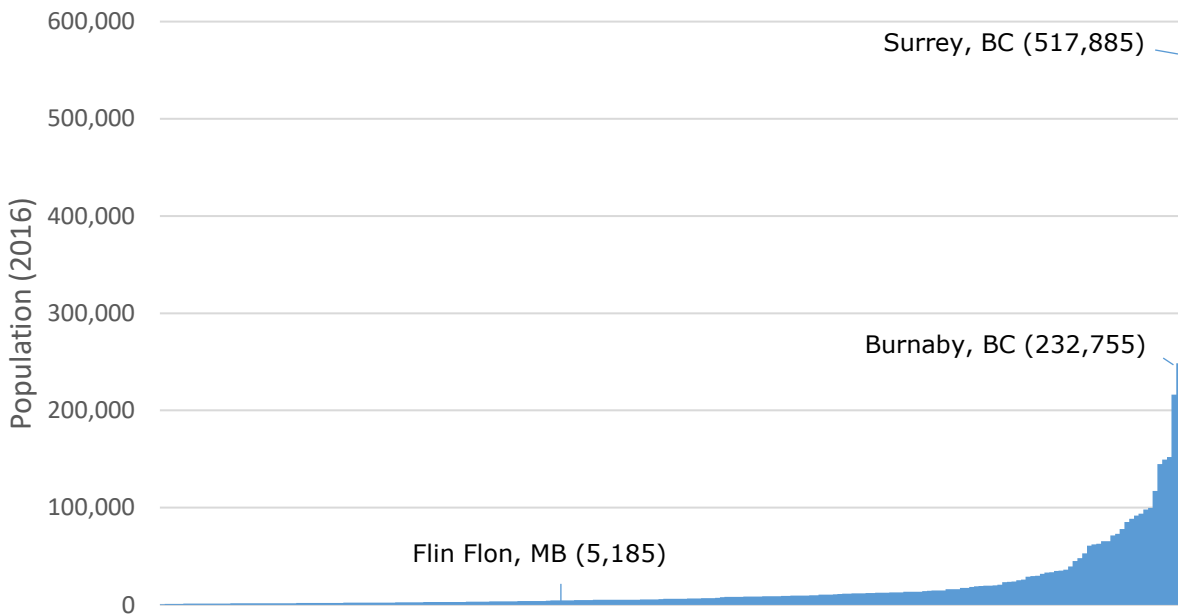
⁵⁴ The Technical Assistance Team has tentatively estimated future police salaries for the purposes of this exercise. These projections are not indicative, nor have foresight as to what the future wage increases will be. All wage increases are subject to negotiations by municipalities and police boards.

Surrey RCMP Staffing

The Surrey detachment is the largest RCMP detachment in Canada with an authorized strength of 843 RCMP officers as of 2019. This sworn authorized strength includes 12 new positions approved in 2018.⁵⁵

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

Figure 9. Distribution of RCMP Detachments by Size of Jurisdictional Population



The Technical Assistance Team received from the City of Surrey detailed Surrey RCMP staffing information and unit mandates.⁵⁶ This information informed the findings and recommendations within this report, and has provided the Technical Assistance Team with a strong understanding of the current staffing and organizational structure of the Surrey RCMP.

⁵⁵ City of Surrey’s Proposed 2019-2023 Financial Plan.

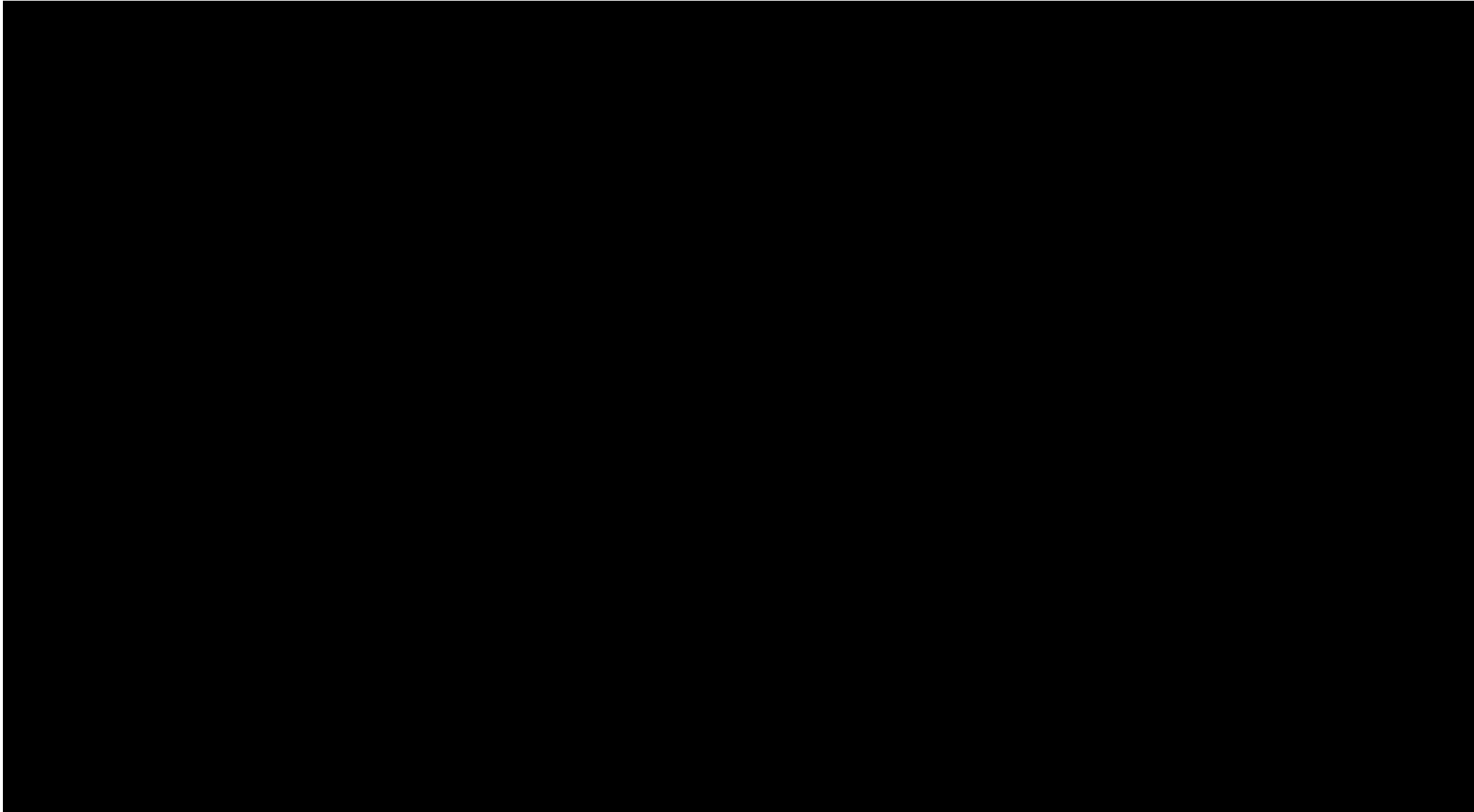
⁵⁶ The Technical Assistance Team noted minor discrepancies, including two authorized positions which could not be accounted for. This is to be expected in any large police agency due to factors such as attrition.

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

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

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

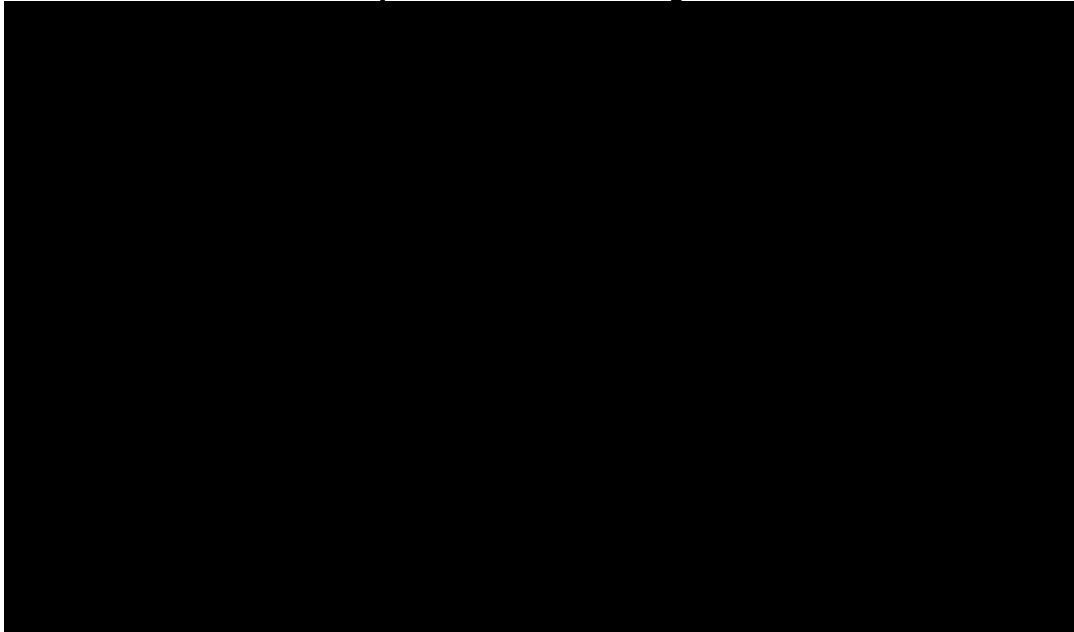
Surrey RCMP Detachment



⁵⁷ Third party disclosure rules apply to this information. Release of this information to parties other than the City of Surrey or Minister of Public Safety and Solicitor General requires the express agreement of the RCMP. Public release of this information requires the express agreement of the RCMP.



Table 5. Surrey RCMP Sworn Staffing as of 2019⁵⁹



Integrated Teams Staffing

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

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

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

⁶⁰ 2016-17 Integrated Teams Annual Report.

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

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

Integrated Homicide Investigation Team (IHIT)

IHIT was established in 2003 to investigate homicides, high-risk missing persons and suspicious deaths. It covers all RCMP jurisdictions in the RCMP Lower Mainland District (plus Whistler since 2008-2009). Abbotsford, Port Moody, and West Vancouver also joined IHIT in 2004. New Westminster joined in 2005.⁶³ West Vancouver and Port Moody temporarily withdrew out of the IHIT model and entered into an MOU with the VPD in 2009-2015 and 2011-2013, respectively. They have since returned to the IHIT model. Delta has declined to join IHIT and its homicides are investigated by the Delta Police Department.⁶⁴ As of 2016-2017, IHIT was staffed by 80 police officers and 30 civilian support staff members.

Integrated Collision Analysis and Reconstruction Service (ICARS)

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

Integrated Forensic Identification Services (IFIS)

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

⁶¹ City of Richmond (November 2017). Lower Mainland District Regional Police Service Integrated Team Annual Report 2016/17. File No. 09-5350-12/2017-Vol 01. https://www.richmond.ca/_shared/assets/2_-_IntegratedTeams49064.pdf

⁶² City of Richmond (November 2017). Appendix 2. https://www.richmond.ca/_shared/assets/2_-_IntegratedTeams49064.pdf

⁶³ IHIT Review, February 7, 2005.

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

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

Lower Mainland District Emergency Response Team (ERT)

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

Integrated Police Dog Service (PDS)

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

Provincial Units

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

⁶⁵ West Vancouver relies on VPD's ERT under an Agreement signed in 2015.

⁶⁶ 2016-17 Integrated Teams Annual Report.

⁶⁷ 2016-17 Integrated Teams Annual Report.

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

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

National RCMP Services

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

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

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

Civilian Support Staffing

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

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

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

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

- Operations, which includes Crime Prevention & Community Services, the Surrey Operational Communications Centre (OCC), Client Services, and the Surrey Cell Block;
- Information Services, which includes Court Services, Information Services, and Information Technology;
- Corporate Services, which includes Administrative Services, Communications & Media, Asset & Fleet Management, Training & Development;
- Strategic Management & Performance, which includes Strategic Planning & Research and Criminal Intelligence; and
- Finance.

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

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

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

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

Infrastructure

Facilities

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

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

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

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

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

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

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

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

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

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

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

Table 7. Facilities Currently Occupied by Surrey RCMP

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

Cell Block

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



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

⁶⁹ RCMP Surrey Detachment, <http://www.rcmp.gc.ca/detach/en/d/255>.

⁷⁰ City of Surrey’s 2018-2022 Financial Plan, page 339.

⁷¹ City of Surrey’s 2018-2022 Financial Plan, page 343.

⁷² Third party disclosure rules apply to this information. Release of this information to parties other than the City of Surrey or Minister of Public Safety and Solicitor General requires the express agreement of the RCMP. Public release of this information requires the express agreement of the RCMP.

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

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

Fleet

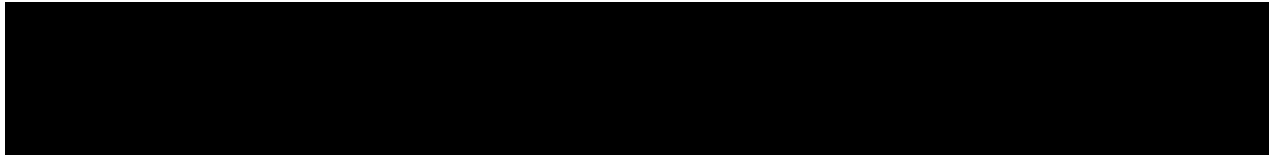
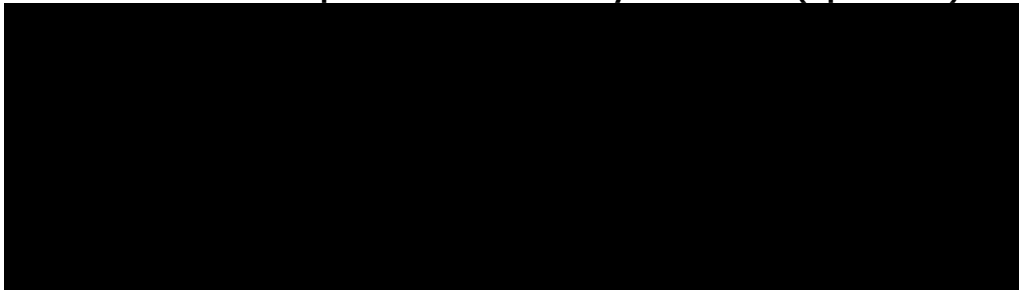


Table 8. Current Compositions of the Surrey RCMP Fleet (April 2019)⁷⁷



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

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

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

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

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

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

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

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

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

⁷⁸ Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 193).
<https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf>

⁷⁹ Companion Document to the 2012 RCMP Provincial and Territorial Police Service Agreements (page 193).
<https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/agreements/provincial-territorial-companion-doc.pdf>

⁸⁰ Guidelines on Fleet Management, Chapter 1: Light-Duty Vehicles

⁸¹ RCMP Year in Review 2010-2011, http://publications.gc.ca/collections/collection_2012/grc-rcmp/PS61-6-2011-eng.pdf, page 34.

The Technical Assistance Team was advised that it is the City of Surrey's position that the City of Surrey purchased and will opt to maintain ownership of all equipment originally obtained for use by the RCMP during the course of the contract. This will include the fleet of police vehicles currently used by the Surrey RCMP.

Emergency Calls and Radio Communications

Emergency Communications for BC Incorporated (E-Comm) is the first point of contact, or Primary Public Safety Answer Point (PSAP), for 9-1-1 callers in Surrey.⁸² This E-Comm service is funded by a 9-1-1 Call Answer Levy (CAL) collected by Metro Vancouver through property taxes. Metro Vancouver is formally responsible for the 9-1-1 call answer services within the Metro Vancouver region but they have subcontracted the service through E-Comm.⁸³ E-Comm receives and processes about 1 million emergency calls each year. They collect the needed information from the caller and then they transfer the call to the appropriate dispatch centre who is responsible to direct first responders to assist with the caller's emergency.

Like all Metro Vancouver police agencies, the Surrey RCMP also relies on E-Comm's Wide-Area Radio Network for radio communications. Surrey's cost-share of the radio network is based on a cost allocation model that considers factors like coverage area (50%), volume of radio traffic (20%), number of radios (20%), and resident population (10%).⁸⁴

While E-Comm also has police call-taking and dispatching capabilities, Surrey currently operates its own Operational Communications Centre (OCC). This is where police calls for service received by E-Comm are transferred to and where Surrey RCMP patrol units are dispatched from. Of note, Surrey has entered into an agreement with the City of White Rock to also answer White Rock police calls for service and dispatch White Rock RCMP police units. In 2018, for example, the City of Surrey recovered \$293,560 from the City of White Rock for this function.

Records Management System

The Police Records Information Management Environment (PRIME-BC) system is legislatively mandated as the police information and police records management system used by all police agencies operating in BC. It connects every BC municipal police department and RCMP detachment through a secure province-wide electronic police records management system. It provides access to law enforcement information instantly to all BC police agencies. The VPD, Port Moody Police Department and Richmond RCMP were the first jurisdictional police departments to adopt the PRIME system in 2001. The system was subsequently rolled out to the other municipal police agencies within the Metro Vancouver area between May 2006 and April 2007. It is now in use BC-wide. This consistency ensures that information is shared between organizations in a direct and timely manner.

⁸² E-Comm, Primary Public Safety Answer Point (PSAP). <https://www.ecomm911.ca/wp-content/uploads/2018/03/9-1-1FlowChart-November2017.pdf>

⁸³ Metro Vancouver, 9-1-1 Service. <http://www.metrovancouver.org/services/9-1-1/Pages/default.aspx>

⁸⁴ https://www-admin.ecomm911.ca/wp-content/uploads/2018/05/Wide-Area-Radio-Network-Fact-Sheet_May-2018.pdf

5. Municipal Policing Governance

Governance models are designed to achieve a number of goals, including maximizing efficiency in the utilization of available resources, achieving performance targets, maintaining specific standards of service, maintaining public confidence, and ensuring that the response to complaints about officers or the police service are fairly considered and responded to in a timely manner.⁸⁵

The Surrey PD and its officers will be subject to several layers of local and provincial oversight, including the internal Professional Standards Section, the provincial Office of the Police Complaint Commissioner (OPCC), and the Independent Investigations Office (IIO). The Surrey Police Board, which will include community representatives, will have a pivotal role in providing local authority, accountability, and transparency.

Police Board

Independent municipal police departments in BC are overseen by police boards (Part 5 of the *BC Police Act*). A police board is empowered to govern a municipal police department and to provide civilian oversight of policing.

Under the *BC Police Act*, the police board prepares and submits the police department's annual provisional operating budget (section 27). The Vancouver Police Board, for example, has a Finance Committee that meets regularly with the VPD Deputy Chief Constable commanding Support Services and senior staff from the VPD Financial Services Section. The Committee is regularly updated on year-to-date financial results and is advised in advance when budget pressures or unforeseen events have the potential to adversely affect the budget. Annually, the Committee also approves budgetary items on a line-by-line basis.

The primary governance functions of a police board are to hire the Chief Constable, provide budget oversight, approve policy, develop a Strategic Plan, and act as the authority taking action in response to “service or policy” complaints. In Vancouver, this is achieved by the Service & Policy Complaint Committee, a Governance Committee that makes recommendations regarding Police Board effectiveness, and a Human Resources and Compensation Committee that assists the Police Board in fulfilling its oversight and employer responsibilities, including monitoring and evaluating the Chief's performance and ensuring continuity of leadership through effective succession planning.

Under the *BC Police Act*, the municipal police board is responsible for establishing standards, guidelines and policies to ensure the police department operates adequately and efficiently (section 28). The police board is also responsible for “service or policy” complaints regarding the police department.

The police board's independent status is achieved by ensuring accountability and transparency for the management of the police department and its employees. All meetings and hearings of the police board are open to the public (section 69). However, as authorized by section 69(2) of the *BC Police Act*, sensitive matters concerning public security, labour relations, personnel matters or a person's privacy may be discussed in private (*in camera*) sessions.

⁸⁵ Stenning, P. (2009). Governance and Accountability in a Plural Policing Environment—The Story so Far. *Policing: A Journal of Policy and Practice*, 3(1):22-33. DOI: 10.1093/police/pan080

Under the *BC Police Act*, the mayor of the municipality is the chair of the police board (section 25). Although municipal councillors themselves are not eligible to sit on the police board (section 24), one other police board member is appointed by the municipal council (section 23). This provides a point of contact between the police board and the municipal council. Up to seven additional board members are appointed by the Lieutenant Governor in Council to represent the community and act in the best interest of the public.

The BC Police Services Division requires that board members either live or work in the municipality and pass a security check. Police board members have varied backgrounds but the following areas are frequently represented: law, business, finance, public communication, human resources, social work, community work, public health, and education.

In consultation with the Chief Constable and the senior management team, the police board develops and approves the department's strategic plan, annual strategic goals and objectives, and organizational values. The development of the strategic plan benefits significantly from the input of City Council, community partners and local stakeholders. The Chief Constable reports back to the police board regularly on the implementation of the strategic goals and objectives or any other key performance indicators the board sees fit. Periodic reporting to City Council also ensures transparency and spending accountability.

The professional and collaborative working relationship between the City of Vancouver and the VPD is one that the City of Surrey and Surrey PD could emulate. Over time, the City of Vancouver and the VPD have worked closely to demonstrate accountability and transparency for policing-related expenditures, to leverage the respective strengths of the two organizations, and to take advantage of available economies of scale. Operationally, there is strong collaboration between staff at all levels of the two organizations to address shared objectives.

Professional Standards Investigations

Municipal police officers are governed by the *BC Police Act* (Part 11). Investigations into alleged officer misconduct are typically conducted by a municipal Professional Standards Section. For disciplinary matters, however, municipal officers remain ultimately accountable to the OPCC.

The OPCC has considerable oversight authority for alleged police misconduct issues and citizen-generated complaints, including the authority to direct further investigation, to transfer an investigation to a different police agency, and to order a public hearing.

In September 2012, following the Braidwood Commission of Inquiry into the Death of Robert Dziekanski, the IIO was launched. The IIO was created to conduct independent criminal investigations into incidents where police presence, action, or decisions may have resulted in injury requiring medical treatment or death.

Importantly, the OPCC and IIO do not replace the civil court process and citizens can also pursue civil damages against police departments and officers. Under section 20 of the *BC Police Act*, the municipality is jointly and severally liable for torts committed by its municipal constables in the performance of their duties.

Strategic Planning

As part of its governance function, the police board ensures that the strategic plan and annual business plans reflect the needs of the community and that major initiatives and budgets are consistent with these plans. Moreover, strategic plans can be used as a tool to influence the culture of a police department, providing a written reminder of the core values and direction of an organization.

The priorities of the Surrey PD will be set locally by persons closely connected to the community. Setting the mandate, vision, strategic goals, and values of a police department falls within the mandate of the police board. Typically, a police department will consult with the police board, community partners, its members, and the public to develop these key elements of a strategic plan. Strategic goals are typically high-level and span the course of three to five years. In order to operationalize the high-level goals and to ensure that progress is being made, it is prudent to assign staff to champion each goal. Each champion should then develop a plan to operationalize the goal. These operationalized plans are often referred to as annual business plans. Much like the strategic plan, the approval of these annual business plans falls within the mandate of the police board.

The strategic plans, annual business plans, and annual reports of the Surrey PD should be holistic and focus not only on enforcement-related activities but give equal attention to the myriad of proactive police activities in the community and the collaborative partnerships with the various communities in the city. The senior executive of the Surrey PD should ensure that community policing principles are embedded in the culture of the police service and all sworn and civilian members of the police service share a common vision of the goals of the police service and commitment to the community. Once provincial support of the framework is received, public consultation can begin to determine policing priorities of the new municipal police agency. This public consultation, and resulting planning, will form the basis of the first Surrey PD strategic plan. It would be premature to begin strategic planning earlier.

Policies and Procedures

Policies and procedures are a key component of any police department. They are designed to guide sworn officers, civilian employees, and special municipal constables by defining a set of formal guidelines that are consistent with the highest professional standards in policing. In order to be effective operationally and administratively, the Surrey PD will need to design internal policies and processes that adequately and comprehensively address the mandatory Provincial Standards for Municipal Police Departments established by the Police Services Division, legal standards established by case law through previous court decisions, and other considerations.

Court Decisions and Provincial Policing Standards

Established case law will guide the actions of Surrey PD officers. These areas require constant policy updates. For example, *R. v. Golden* (2001) specified guidelines around strip searches, which had a direct impact on jail operations.

In 2009, the Supreme Court of Canada ruled as part of its *R. v. McNeil* decision that police officers are obligated to disclose, as part of the disclosure package to Crown Counsel, all records relating to serious misconduct by the investigators involved in the investigation if this misconduct is related to the investigation or could reasonably impact the case against the accused. More recently, the Supreme Court of Canada has also made consequential rulings addressing police searches of private computers, cellular phones, and similar electronic devices (*R. v. Vu*, 2013), how police can obtain basic subscriber information from service providers (*R. v. Spencer*, 2014), and the disclosure of confidential source records and documents (*R. v. McKay*, 2015). Similarly, the BC Supreme Court made an important ruling around the swearing in of information by court liaison officers (*R. v. Delalla*, 2015).

In addition to changes in law, the police must be prepared to meet changing police standards and policies. In 1998, the Police Services Division of the BC Ministry of Public Safety & Solicitor General became responsible for the Provincial Policing Standards. These standards were initially created to ensure the uniformity of policing throughout the province. They cover topics such as use of force, training, equipment, police service dogs, facilities, and specialized investigations. Some of the new policing policies that were brought into effect by the Provincial Government since 2010 include: the BC Attorney General's Violence Against Women in Relationships (VAWIR) policy in relation to domestic violence cases; new BC Provincial Policing Standards for missing person investigations; and Major Case Management (MCM) standards.

Surrey Police Regulations & Procedures

For the purposes of this report, it would be premature to attempt to create an exhaustive list of all required Surrey PD policies and procedures. It is also difficult to quantify how many policies and procedures will need to be created and incorporated into a law enforcement manual accessible to all Surrey PD personnel. More work will be required during the months leading up to the policing transition in order to identify the most crucial policies and procedures for the Surrey PD.

Once these policy requirements have been identified, specific procedures and processes will need to be developed and approved through the Surrey PD chain of command and the Surrey Police Board. Of note, not all policies and procedures will be needed in advance of the transition to Surrey PD. Many policies and procedures can be developed after the most critical policies have been defined and published. Some of the most important themes that will have to be covered by Surrey PD are outlined below.

Operational Policies

Operational policies will address mission-critical issues that have the potential to affect day-to-day police operations. Surrey PD officers will need to be knowledgeable about their legal authorities, responsibility, and requirements under the Charter when they arrest or detain someone. For example, this would include guidelines about what needs to be done when an officer comes across someone with an arrest warrant from another jurisdiction.

Other policies will speak to how long a person can be detained, how intoxicated persons should be processed, and how injuries or other apparent medical risks should be dealt with. Specific policies around police pursuits, emergency "Code 3" driving, young offenders, Breach of Peace (BOP) and State of Intoxication in a Public Place (SIPP) apprehensions, and apprehensions under the BC *Mental Health Act* would help manage the risk exposure of the Surrey PD.

Surrey PD officers will also need to know how they should handle a wide variety of public safety issues such as incomplete 9-1-1 calls, as well as municipal bylaw violations such as animal, noise, smoking, parking meter, and urinating complaints. Policies will be in place to clarify how Surrey PD officers can cancel an alarm call, when an alarm call must be investigated, and what should be done to address nuisance alarm calls. Officers should also be aware of what to do if they are assaulted or how they can request obstruction charges.

Finally, policies and procedures will be established to help officers investigate motor vehicle collisions. Officers should be proficient on how to deal with drivers impaired by alcohol or drugs. The BC Provincial Policing Standards will inform all these internal Surrey PD policies. For example, section 4.1 of the BC Provincial Policing Standards states that digital video surveillance equipment and recording systems must be installed in all locations where persons are held in police custody.

Investigative Policies

Investigative policies should clarify what actions should be taken by frontline officers and investigators, not only at crime scenes but also throughout the entire criminal investigation. All Surrey PD officers will be aware of what needs to be done at each stage of the investigation and who is responsible to do it. In case a follow-up investigation is required, Surrey PD members will be aware of which unit is responsible to conduct different types of follow-up investigation. The various investigative steps associated with each investigation will also be documented. Procedures for carrying out certain criminal investigations will be documented in detail to ensure thorough and comprehensive investigations, starting with the initial stages of the investigation up to having victim services available to complainants and victims. Policies and procedures will explain how officers should conduct a suspect interview, how witness statements should be recorded, and when interpreters or translators should be used.

Specific policies around immigration-related detentions, domestic violence investigations, missing person investigations, third-party sexual assault reports, and investigations involving young offenders would help to further contain the risk exposure of the Surrey PD. More procedures will explain what officers need to do if they wish to interview a hospital patient, psychiatric patient, or a youth. Surrey PD policies around child abuse cases will be aligned with mandatory reporting to the BC Ministry of Children & Family Development under the *Child, Family and Community Services Act* (CFCSA).

Finally, policies will describe how major incidents should be handled, including missing child (e.g. Amber Alert), kidnapping, sexual offences, barricaded person, and Chemical, Biological, Radiological, Nuclear, and Explosives (CBRN-E) situations. For example, policies and procedures will reinforce how members at the scene of a major crime incident can preserve evidence. Again, the BC Provincial Policing Standards will inform all these internal Surrey PD policies. For example, Surrey PD policies will meet or exceed the requirements of: sub-section 5.1 on the prioritization of missing person investigations in accordance with the recommendations of the Missing Women Commission of Inquiry; sub-section 5.2 on major case management requirements; and sub-section 5.3 on inter-agency cooperation and coordination, including mandatory reporting to the Violent Crime Linkage Analysis System (ViCLAS).

Use of Force

Use of force policies will address the level of force officers may use in the execution of their duties. Surrey PD members will be knowledgeable about the various force options available to them, from handcuffs and plastic straps, to batons, conducted energy weapons (CEWs), and police-issue firearms.

Members who use force options will be required to justify their actions in various legal forums such as criminal court, civil court, and in the context of *BC Police Act* investigations and/or adjudication. The mandatory reporting requirements will include documentation in accordance with the BC Provincial Policing Standards (e.g. Subject Behaviour – Officer Response Reporting) as well as reporting requirements for the IIO and the OPCC.

Important training standards will be documented, including CEW operator training, crisis intervention and de-escalation training, and use of force instructor training. Clearly, those BC Provincial Policing Standards will influence greatly the use of force policies of the Surrey PD. This includes the standards around approved firearms training, qualification, maintenance, and ammunition (sub-section 1.1). Any new weapon carried and used by Surrey PD officers will have to be approved by the Director of Police Services through the Intermediate Weapon and Restraint Approval Process (sub-section 1.2). Policies and procedures will have to define when a CEW can be used, how the CEW equipment will be stored and inventoried, what will need to be done following the discharge of a CEW, who will be responsible for CEW incident monitoring, and who will provide annual reports on CEW usage (sub-section 1.3). Other important provincial policies include those on police service dogs (sub-section 1.4), use of force reporting and investigation (sub-section 1.7), use of force models and techniques (sub-section 1.9), and use of force training (sub-section 3.0).

Administrative Policies

Administrative policies will ensure that Surrey PD financial and personnel information is properly recorded and tracked. This will involve policies and procedures around the decision-making and approval processes associated with procurement, fee collection, gifts and donations, overtime approval, leave management, sensitive information management, court notification, travel and training, human resources issues, privacy issues, collective agreement issues, officer health and safety, and the approval of other expenses. An audit mechanism will be designed and established to ensure compliance. Policies will clarify the employer's expectations regarding the use of alcohol, medication or controlled drugs that may render an employee unfit for work, impair performance, or cause risk of harm to health and safety. Guidelines around workplace harassment and bullying will also be detailed. Guidelines will clarify who is authorized to participate in ride-alongs and procedures will be developed to protect everyone's safety. Finally, policies and procedures will ensure there are appropriate protections for Surrey PD officers or staff members who report possible misconduct situations. Guidelines will be in place to ensure that misconduct investigations that may result in disciplinary action are conducted fairly and thoroughly.

Additional Considerations

Additional policies and procedures will be needed to address uniform and equipment standards. Surrey PD employees will need to know how they can request new equipment or software. Schedules will ensure that police vehicles and equipment are maintained and replaced in accordance with recommended guidelines. Grooming and appearance policies will be designed to ensure each Surrey PD member projects a professional image. Officers will be clear as to when they should wear their firearm and when it is appropriate for them to wear a dress uniform. Other policy issues that will need to be considered include: smoking and chewing tobacco on duty, tattoos, and the wearing of religious or cultural clothing.

The police authority, powers, and responsibilities of Surrey PD officers are rooted in many different legislated enactments including (without being limited to): *BC Police Act*, *Criminal Code of Canada*, *BC Freedom of Information and Protection of Privacy Act*, *BC Liquor Control and Licensing Act*, *BC Mental Health Act*, *BC Motor Vehicle Act and Regulations*, *BC Safe Streets Act*, *BC Victims of Crime Act*, *Cannabis Act*, *Controlled Drugs and Substances Act*, *Corrections and Conditional Release Act*, *Firearms Act*, *Identification of Criminals Act*, *Immigration Act*, and the *Youth Criminal Justice Act*. Surrey PD policies and procedures will need to reflect these legal foundations.

The complex area of policy development is one area where the Surrey PD could benefit from important synergies with another police agency, such as the VPD for example. Many of the previously discussed policies and procedures are already in place at other agencies (including the VPD) and could offer a starting framework for Surrey PD policies, significantly streamlining this process.

External Agreements

Throughout the transition phase and following the creation of the new police department, it is expected that the Surrey PD will enter into partnership agreements and Memoranda of Understanding (MOUs) with various external organizations.

Anticipated partners for Surrey PD could include: City of Surrey, other local agencies such as the VPD, Transit Police and Delta Police, Surrey School Board, Fraser Health Authority, BC Crime Stoppers, BC Civil Forfeiture Office, Combined Forces Special Enforcement Unit of British Columbia (CFSEU-BC), E-Comm, PRIME-BC, WorkSafeBC, BC Sheriffs, BC Ministry of Children and Family Development, BC Ministry of Public Safety and Solicitor General, BC Ministry of Attorney General, Canada Revenue Agency, Canada Border Services Agency (CBSA), Immigration, Refugees and Citizenship Canada, and the Criminal Intelligence Service Canada (CISC).

6. Projected Operating Model

After detailed analysis and an environmental scan of Surrey’s current state, the Technical Assistance Team recommends a Surrey PD operating model staffed by a total of 805 sworn officers, 20 Community Safety Personnel (CSP) and 325 civilian positions, for a total staffing of 1,150 positions. This represents 13 more sworn officers and a total staffing increase of 5% compared to the existing authorized Surrey RCMP resources.

The staffing model proposed by the Technical Assistance Team for the Surrey PD was derived by examining the anticipated workload of each function. In order to estimate the workload of each area, multiple sources of qualitative and quantitative information were examined. For example, there were considerations for public safety, unique workload challenges created by legislation, policing standards or policies, the demographics of Surrey, the need for proactive capacity, and the need for extensive community integration. Where appropriate, the VPD staffing model was used for baseline reference purposes. In these cases, however, the relative size of Surrey and Surrey PD compared to Vancouver and the VPD was taken into account.

In most sections where similar work is spread across multiple officers, workload comparisons between Surrey and Vancouver informed how many Surrey PD officers may be required relative to the VPD. In many cases, especially in the proposed Surrey PD Investigations Division, workload could only be estimated through official police-reported crime statistics published by Statistics Canada. For reference, the following table shows the volume of crime in Surrey compared to Vancouver, by crime type, as reported by Statistics Canada for 2017 (the most recent year for which public data is available).

Table 9. Volume of Crime in Surrey Compared to Vancouver (2017)

Crime Type	Surrey	Vancouver	Surrey to Vancouver Ratio
Homicide	12	19	0.63
Attempted Murder	29	17	1.71
Aggravated Assault	31	60	0.52
Assault Causing Bodily Harm	777	1,526	0.51
Common Assault	2,095	2,846	0.74
Robbery	385	657	0.59
Offensive Weapons	330	652	0.51
Sex Offences	355	614	0.58
Theft of Motor Vehicle	3,004	1,547	1.94
Theft from Auto	8,223	12,572	0.65
Theft <>\$5,000	6,726	13,060	0.52
Possession of Stolen Property	281	716	0.39
Fraud	3,489	3,059	1.14
Arson	178	212	0.84
Mischief	4,173	5,261	0.79
B&E	3,304	4,659	0.71

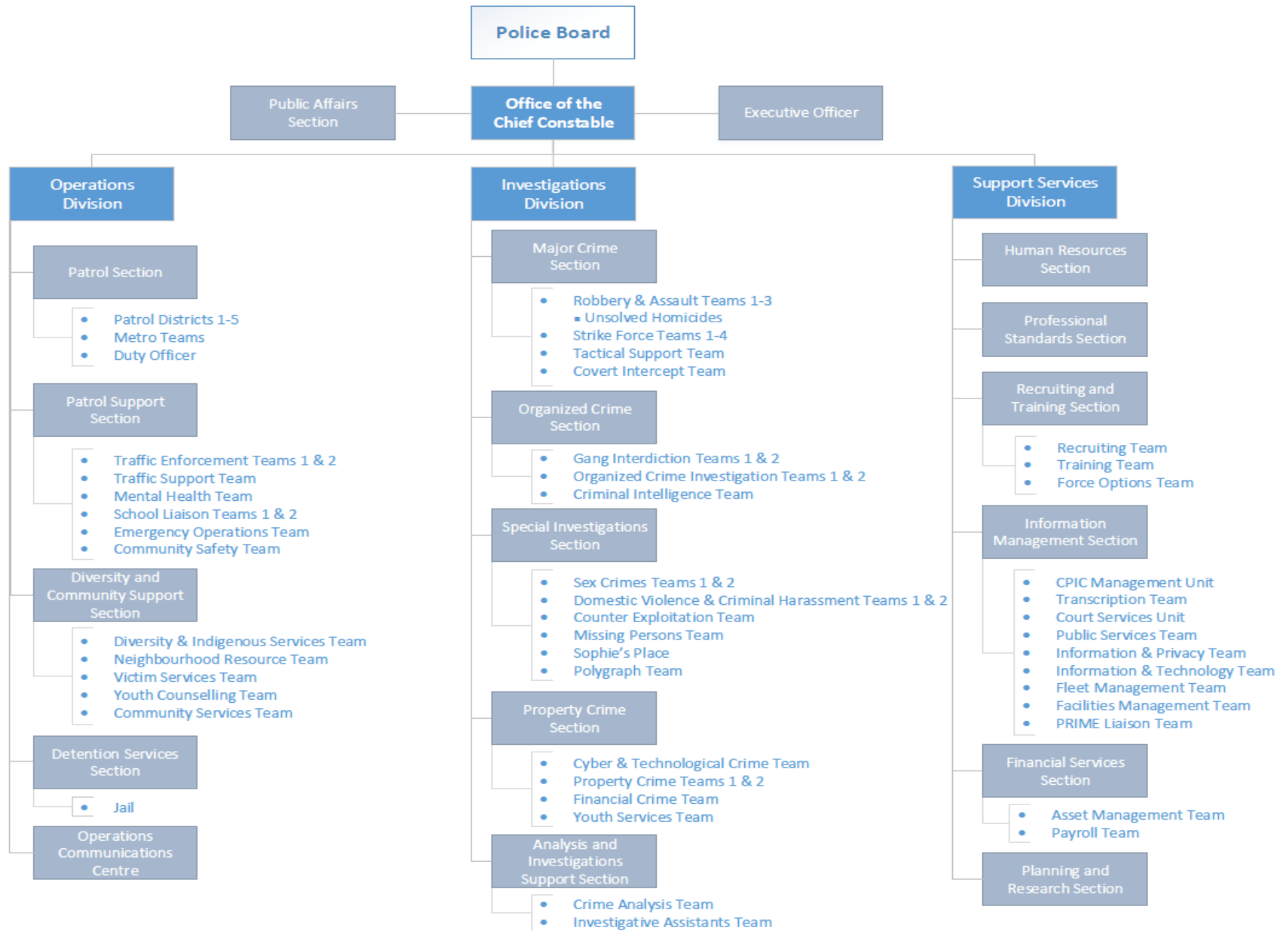
Careful attention was also given to policing areas where crime volume and caseload are not relevant workload drivers. In those cases, other measures and benchmarks were used to determine the appropriate Surrey PD staffing. For example, in the case of School Liaison Officers, the number of schools and students in the Surrey School District were used to arrive at the proposed Surrey PD staffing level. Similarly, the actual number of staff within the Surrey PD was used to determine the appropriate payroll staffing levels. In cases where specific functions or portfolios do not require more than one dedicated full-time officer, the portfolio of work was examined to determine if it was scalable based on the relative size of Surrey PD. In the case of the VPD's Sex Industry Liaison Officer, for example, the portfolio of work does not lend itself to scaling and therefore Surrey PD staffing will be similar to VPD staffing or other large municipal police agencies.

Organizational Structure

The operating model proposed for the Surrey PD is built on three main divisions: Operations Division, Investigations Division, and Support Services Division. Each of these divisions will be under the command of a Deputy Chief Constable. These deputy chief constables will report to the Chief Constable.

While other organizational models would also be viable, a streamlined organizational structure is recommended for the Surrey PD. This organizational structure will have only three ranks under the ranks of Chief Constable and Deputy Chief Constable (executive): Inspector (manager), Sergeant (supervisor), and Constable (practitioner).

For reference, the proposed Surrey PD organizational structure is summarized by the following organizational chart. Importantly, the existing City of Surrey civilian support positions have been leveraged and integrated into the proposed operating model for Surrey PD. This is why there is only one unified organizational chart for the entire Surrey PD.



OPERATIONS DIVISION

The Operations Division will house almost two thirds of all Surrey PD officers, including most of its uniformed officers. The Division will be under the direction of the Deputy Chief Constable commanding Operations. The Deputy Chief Constable will be assisted by an Executive Assistant.

The following table summarizes the proposed staffing for the Operations Division. The Division will account for 60% of the sworn strength and 32% of the civilian strength of the Surrey PD.

Table 10. Proposed Staffing Model for Surrey PD Operations Division

	Exec.	Insp.	Sgt.	Cst.	Total Sworn	Total CSPs	Total Civilians
Operations Division	1						
<u>Patrol Section</u>							3
District 1			1	6	78		
District 2			1	6	66		
District 3			1	6	78		
District 4			1	6	48		
District 5			1	6	54		
Metro				2	18		
Duty Officer		4					
<u>Patrol Support Section</u>		1					1
Traffic Enforcement Team 1				1	10		
Traffic Enforcement Team 2				1	10		
Traffic Support Team				1	10		1
Mental Health Team				1	10		
School Liaison Team 1				1	9		
School Liaison Team 2				1	9		
Emergency Operations Team				1	3		1
Community Safety Team				1		20	
<u>Detention Services Section</u>		1					
Surrey Jail				8	4		12
<u>Operations Communications Centre</u>							60
<u>Diversity and Community Support Section</u>		1					1
Diversity and Indigenous Services Team				1	7		
Neighbourhood Resource Team				1	10		
Victim Services Team							8
Youth Counselling Team							5
Community Services Team							13
Total Staffing	1	12	50	424	487	20	105

Patrol

The patrol function of the Surrey PD will provide a frontline response to calls for service. Patrol officers respond to calls for service from the public and engage in proactive police work, which includes proactive enforcement activities and community engagement. The VPD patrol model consists of teams of constables led by one supervisor (typically a sergeant or equivalent). These teams rotate through shifts together and the supervisor is responsible for developing, mentoring, and monitoring the constables on the team.

One-half of the patrol teams are on-duty on any given day, with one Odd side and one Even side. This guarantees patrol coverage 24 hours per day, seven days per week, 365 days per year.

Another component of the patrol function is the Duty Officer, a senior-ranking officer who is responsible for providing daily operational oversight for all patrol functions and has the authority to make key command decisions when major incidents occur. For example, if there is a hostage-taking situation or a barricaded person, the Duty Officer is responsible for ensuring that sufficient resources are deployed to the incident while also ensuring that there are sufficient resources in the rest of the city so that public safety is maintained.

The proposed patrol staffing and deployment model for the Surrey PD is based on historical workload measures, qualitative information, existing best practices for patrol and resource deployment, and the operational knowledge of the Technical Assistance Team. Some of the data used to inform this model and the necessary analysis is from open-source documents and supplementary data. Due to statutory limitations and terms of use around data disclosure, some of the Surrey RCMP data cannot be disclosed by the VPD or presented here.

Patrol Staffing

Based on a quantitative analysis of the calls for service currently handled by the Surrey RCMP and a qualitative analysis of the various Surrey neighbourhoods, the Technical Assistance Team anticipates that the Surrey PD should assign a total of 342 constables, 32 sergeants, and nine inspectors to the patrol area. This represents approximately 50% of the Surrey PD's entire sworn authorized strength (excluding potential integrated units). Three clerical staff positions are currently supporting each RCMP Watch (A, B, C, D). These civilian positions will continue to support the Surrey PD's patrol section.

Table 11. Patrol Staffing at Surrey PD

District	Inspectors	Sergeants	Constables	Total Sworn	Civilian
District 1 (City Centre/Whalley)	1	6	78	85	
District 2 (Fleetwood/Guildford)	1	6	66	73	
District 3 (Newton)	1	6	78	85	
District 4 (Cloverdale)	1	6	48	55	
District 5 (South Surrey)	1	6	54	61	
Duty Officers	4			4	
Metro Teams		2	18	20	
Clerical Support					3
TOTAL	9	32	342	383	3

The overall staffing level was analyzed by applying the Vancouver model to historical Surrey call load data and scaling the patrol staffing levels accordingly. According to the Surrey RCMP’s 2018-2022 Strategic Framework document, Surrey RCMP responded to 186,287 calls for service in 2017.⁸⁶ This represents approximately 70% of the VPD’s 267,937 calls for service for 2017. Of course, not all calls for service require the same amount of police time or the same number of officers. For example, the average assault report in Vancouver requires approximately 1 hour and 50 minutes more patrol officer time than a theft report. Weighing calls for service by the average amount of police resources required for each call type, it is expected that the Surrey PD would require approximately 60% of the VPD’s number of patrol officers. The proposed patrol staffing level achieves this.

Again, based on the public numbers released in the Surrey RCMP’s 2018-2022 Strategic Framework, call load in Surrey has remained consistent between 2015 and 2017 (less than 0.5% annual increase). As such, police call load in Surrey is not expected to increase significantly before 2021. Unless this trend changes unexpectedly, the proposed staffing model will be able to absorb this minimal growth. That being said, it would be prudent to reassess the Surrey RCMP’s call load in late 2020 to determine if the Surrey PD will require additional patrol resources. In fact, this re-assessment is one example of the kinds of routine workload assessments that should be conducted on an ongoing basis to ensure that the Surrey PD continues to be staffed adequately, and is able to meet the needs and expectations of the community.

Patrol Shifting

In order to determine when Surrey PD patrol resources should work to maximize their ability to respond to calls for service while also maintaining proactive capacity throughout the day, hourly call load was analyzed and shifts were designed to obtain the best possible coefficient of correlation.⁸⁷

⁸⁶ Surrey RCMP, Strategic Framework 2018-2022. <http://bc.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2230&languageId=1>

⁸⁷ The coefficient of correlation statistic is a measure of how two variables move in relation to each other. For example, if call load is twice as high in the evening relative to morning hours and patrol staffing mirrored this exactly - with twice the number of officers staffed in the evening than the morning hours - there would be a perfect correlation of 1.00. This value of 1.00 indicates that both the staffing and call load move together in

Under the proposed staffing model, the Surrey PD would deploy three shifts per day (Alpha, Bravo, Charlie) out of each patrol district as well as a roving city-wide metro team. Based on historical Surrey RCMP call load patterns, these three shifts and the metro team would provide a coefficient of correlation of 0.66. This means that patrol staffing would match hourly call load closely, resulting in efficiently staffed patrol functions.

The patrol shift pattern proposed for the Surrey PD is shown in Table 12. This proposed patrol shifting model is designed to safeguard public safety while also optimizing patrol resources by matching hourly patrol staffing to calls for service. To maintain adequate coverage during shift changes and to reduce the likelihood of overtime at the end of shifts, “early” and “late” units will be utilized. These units will provide coverage during shift changes and can respond to those calls for service that may be more lengthy and occur towards the end of shifts. This frees up members who are due to go off-shift, reducing the levels of overtime and the associated costs.

Table 12. Proposed Patrol Shifting Pattern for Surrey PD

Hour of the Day	Day	Afternoon	Night	Metro Team
Midnight			Charlie	
1			Charlie	
2			Charlie	
3			Charlie	
4			Charlie	
5	Early Car		Charlie	
6	Alpha			
7	Alpha			
8	Alpha			
9	Alpha			
10	Alpha			
11	Alpha			
Noon	Alpha	Bravo		Metro Team
13	Alpha	Bravo		Metro Team
14	Alpha	Bravo		Metro Team
15	Alpha	Bravo		Metro Team
16	Alpha	Bravo		Metro Team
17		Bravo		Metro Team
18		Bravo		Metro Team
19		Bravo	Charlie	Metro Team
20		Bravo	Charlie	Metro Team
21		Bravo	Charlie	Metro Team
22		Bravo	Charlie	Metro Team
23		Late Car	Charlie	

proportion identically. Conversely, if the staffing level was moving exactly opposite to the call load, the coefficient of correlation would be -1.00.

Metro Teams

The Metro Teams will provide a way to efficiently deal with the inherent variability in calls for service between the districts. Although there are long-term trends in the calls for service, which the proposed staffing model has the capacity to absorb, the proposed staffing model must also be able to have the flexibility to respond to daily fluctuations in call load. When this occurs, the Surrey PD Metro Teams will allow for the shifting of resources throughout the city as required.

Operationally, the Duty Officer will be responsible for assigning the on-duty Metro Team to wherever it is needed on that particular day or at a specific time. For example, if the call load is relatively high in the Cloverdale area on a particular day, the Duty Officer will have the ability to flood the area with a large team of uniformed officers. If the call load is divided evenly throughout the city, the Metro Team may be dispersed throughout the city as well. Additionally, the Metro Team will give the Duty Officer the ability to respond effectively to emerging situations that require an increased police presence by redeploying resources throughout the shift without disrupting patrol units assigned to a permanent district. This will ensure a continued visible police presence throughout Surrey, even when an emergent situation occurs. A review of the call load in Surrey suggests that it is likely that the Metro Team will be assigned frequently in the Newton and Whalley neighbourhoods.

Two-Officer Units

Facing tight budget constraints or political pressures and seeking a more cost-effective policing strategy, several municipal police agencies have been tempted to deploy more single-officer patrol units and fewer two-officer units as a short-term cost-cutting measure. However, there is evidence that an arbitrary shift to more single-officer patrol units may lead to false economies if patrol effectiveness, officer safety and staff issues are not properly considered.⁸⁸ The deployment of single-officer units must be informed by risk factors, operational knowledge and other tactical issues. An optimal deployment model must incorporate a judicious ratio of single to two-officer units and an efficient dispatching procedure.

When an incident occurs there is always a possibility the situation can deteriorate in unexpected ways. However, there are best practices around the handling of certain calls for service. For example, calls which have a tenor of violence should be handled by more than one officer to protect both the public and the officers themselves.

Also, cases where there is a need to interview multiple persons and properly separate them during these interviews (such as domestic violence incidents) require more than one officer. As such, there are some deployment models where officers deploy in partnerships, or two-officer units.⁸⁹

⁸⁸ See chapter 9 of the VPD Patrol Deployment Study (2007) for a fulsome discussion of the literature and associated quantitative evidence. Available at: <https://vancouver.ca/police/assets/pdf/studies/vpd-study-patrol-deployment.pdf>

⁸⁹ See section 9.2 of the 2007 VPD Patrol Deployment Study for a cursory survey of North American police agencies.

One advantage is that two-officer units tend to generate more traffic citations and handle each call for service relatively more quickly on average.⁹⁰ For a given response time, a two-officer unit arriving first at the scene of an incident was 18% to 25% more likely to make an arrest than a single-officer unit.⁹¹ Two-officer units are also more likely to make an arrest or complete a formal police report after responding to a domestic argument, while single-officer units are relatively more likely to make an arrest or give a warning after detaining an intoxicated person, suggesting that two-officer units might be more effective at deterring antagonistic behaviour and prevent violence.⁹² Single-officer patrol units are significantly more likely to be injured when assaulted⁹³, and there is evidence in the FBI data that they are also more likely to be killed.

Of course, while some calls for service require two officers, others require only a single officer. An example of this would be a theft from auto case where there is no indication that the offender is still at the scene. In these cases, it would be inefficient to tie up two officers to document what happened or what was stolen. In general, it is more efficient to deploy more single-officer units during the day and in less-densely populated areas or restrict their use to “low-risk” tasks such as report taking, traffic enforcement and patrol supervision.

Through an examination of the types of calls for service that have been handled by the Surrey RCMP historically, it is estimated that 60% can be expected to require at least two officers. As such, a 60-40 distribution of two-officer and single-officer units is recommended. In other words, 60% of all Surrey PD patrol units should consist of two officers working together in one vehicle. The remainder (40%) of the patrol units should consist of a single officer who can handle more routine calls for service. This hybrid mix of two-officer and one-officer units provides the most effective and efficient deployment model.

District Boundaries

Currently, the General Duty function of the Surrey RCMP is divided across five patrol districts. The five existing District sub-stations provide multiple points of contact for the community throughout the city. District boundaries serve to ensure that resources can be distributed in a balanced manner throughout the city, give patrol officers ownership of specific areas of the city, and clarify areas of responsibility for the District Inspectors. Additionally, they can also inform the allocation of city services. In general, it is a good practice to consider existing City or other administrative delineations, as this can lead to a better alignment with existing City programming and other community initiatives.

⁹⁰ Wilson, C. (1990). Research on One- and Two-Person Patrols: Distinguishing Fact from Fiction. National Police Research Unit (Australia), Report Series No. 94.

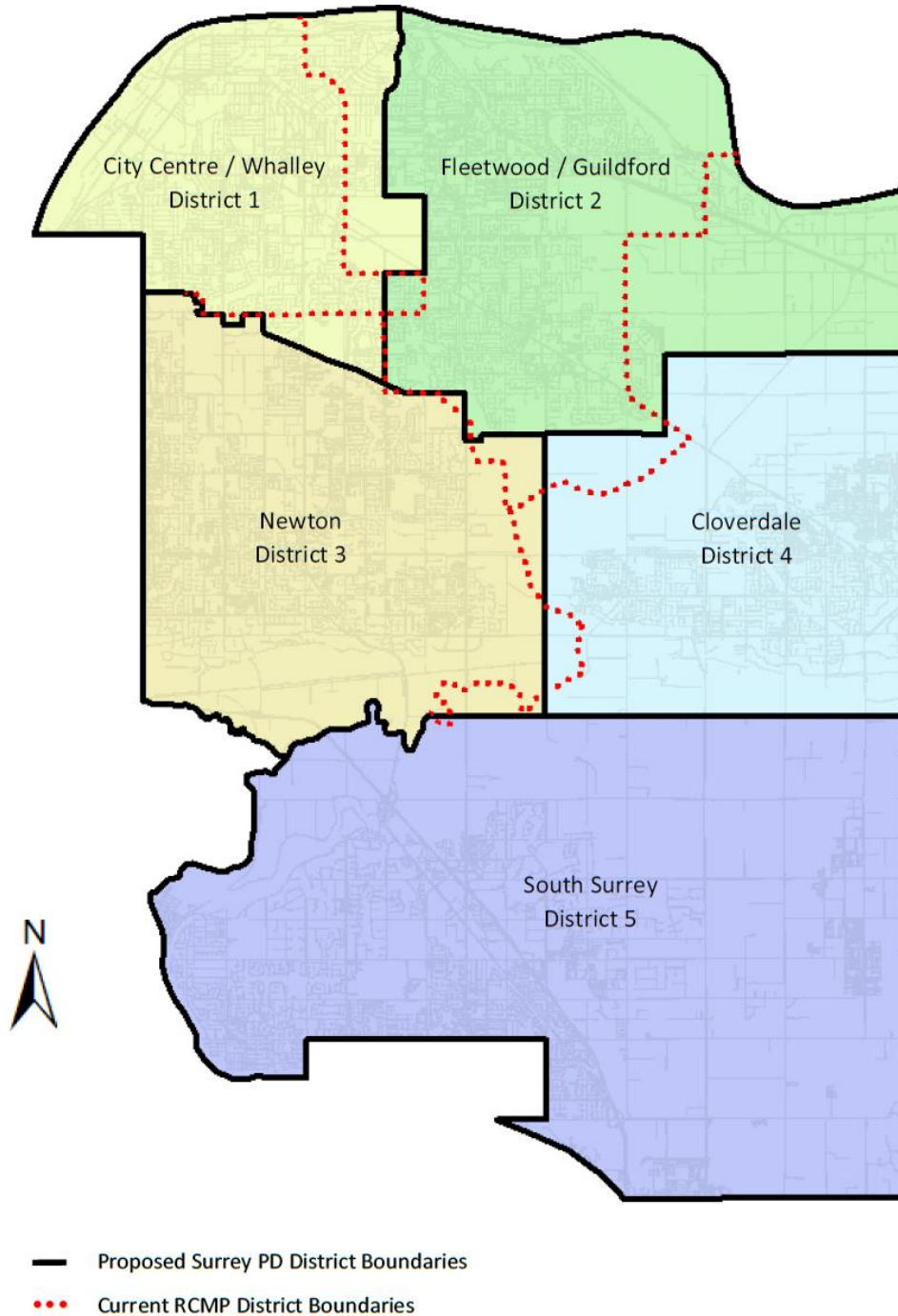
⁹¹ Tarr, D. (1978). Analysis of Response Delays and Arrest Rates. *Journal of Police Science and Administration*, 6(1):429-451.

⁹² Intoxicated persons are typically arrested when they are aggressive. The fact that solo officers arrested proportionately more intoxicated persons suggests that they faced relatively more resistance than two-officer units dealing with similar circumstances. Wilson, C. and Brewer, N. (1991). When Do Patrol Officers Encounter Resistance? National Police Research Unit (Australia), Report Series No. 105. See also Wilson, C. and Brewer, N. (1991). One- and Two-Person Patrols: Summary Report. National Police Research Unit (Australia), Report Series No. 108.

⁹³ Wilson, L., Brunk, G., and Meyer, K. (1990). Situational Effects in Police Officer Assaults: The Case of Patrol Unit Size. *Police Journal*, 63(3): 260-271.

The Technical Assistance Team examined the existing district boundaries used by the Surrey RCMP in order to determine if any changes would lead to greater efficiencies in the delivery of policing services. Several competing objectives need to be balanced when district boundaries are configured. It is usually impossible to simultaneously level out the total call load per district, average workload per officer, average response time, and cross-district dispatching. Ultimately, the use of five districts within Surrey is recommended because this would allow the Surrey PD to leverage the existing District sub-stations. However, it is proposed that the five patrol districts be slightly redrawn to align them with the current Surrey neighbourhood map. The revised district map is shown below.

Figure 11. Map of Proposed Surrey PD Districts



Each district will be managed by a District Inspector who will be responsible for the delivery of frontline policing services that meet the needs of their respective communities. Each of the policing districts can be considered to be “micro-environments” within the city and have unique policing requirements.

Having each neighbourhood fall entirely within one district would allow for a consistent approach to dealing with community issues and would provide one point of contact for community residents. The District Inspector will be the highest-ranking Surrey PD representative in each district neighbourhood and will champion efforts to develop collaborative partnerships with the community to identify, and solve, community issues. The District Inspector will also take ownership of specific community initiatives on behalf of the Surrey PD. This will include liaising with community groups, business improvement associations, community partners from non-governmental organizations, and other government services.

To determine the appropriate staffing level for each district, the primary focus was to balance the average workload per officer across the different districts. It should be noted that the districts and neighbourhoods within Surrey are quite disparate in size. This results in a balancing act that requires factoring sometimes conflicting objectives. For instance, it is not feasible to equalize the staffing numbers, span of control for patrol NCOs, density of patrol coverage, and workload per officer across the various patrol districts. One way to view this is that a total of 78 constables and six sergeants have been allocated for both District 1 (City Centre/Whalley) and District 3 (Newton). This makes them the two districts with the largest number of Surrey PD patrol officers, which makes sense because they are also expected to have the highest call load among the five districts. Similarly, the proposed staffing level for the South Surrey district implies a higher officer to call load ratio than the Newton District due to the relatively large land mass of the South Surrey district.

Prisoner Transportation

The method of prisoner transport was examined for potential efficiencies. Typically, prisoners are transported to the jail by either a police wagon or through the use of a patrol car with a prisoner partition (“cage car”). The benefit of a police wagon is that the arresting patrol members do not need to spend time driving the prisoner to the jail and, as a result, they are able to continue working on the file or are able to respond to other calls for service. However, in order to capitalize on this benefit, the wagons must be staffed in a manner where they can quickly respond when an arrest has been made by another officer. As such, they are typically most effective in areas where there are a higher volume of arrests concentrated in a small geographical area.

Due to the geographical size of Surrey, two wagons will be required to be deployed at any given time. If only one wagon were to be deployed there would be significant delays in transporting prisoners if concurrent arrests occurred in different areas of the city.

In order to staff two wagons 24 hours per day, a minimum of six wagon drivers would be required daily. In addition to this, the officers must be able to take a meal break during their shift. In order to ensure there is coverage seven days per week, this would necessitate the use of 12 officers.

Further consideration was given to how many arrests occur in Surrey. The City of Surrey provided to the Technical Assistance Team data on the number of prisoners admitted at the Surrey Cell Block between 2016 and 2018 inclusively. Based on this information, it is estimated that approximately 20 prisoners are admitted to the Surrey Cell Block daily.

Deploying police wagons and assigning patrol officers specifically to wagon driver duty would mean these officers would likely experience significant periods of downtime while waiting for prisoners to transport. This would be inefficient because wagon drivers cannot take many other patrol duties as they are required to be available to immediately respond to prisoner transportation requests in order to free up the arresting patrol officers. Any delays in picking up prisoners negate the benefit of utilizing wagons for transportation.

Finally, the cost to equip all the patrol vehicles for prisoner transport functions is estimated at approximately \$350,000, whereas the cost of purchasing and outfitting eight police wagons could be as high as \$800,000. This does not include the additional police resources that would be required to staff the police wagons. As a result of the considerations outlined above, it is recommended that the Surrey PD use patrol cars fitted with prisoner partitions.

Additional Uniformed Presence

In addition to patrol officers, there are many other Surrey PD officers who will be deployed operationally in the field and will provide police visibility and constant contact with the community. While these positions will be discussed in greater detail later in the report, they include the uniformed Gang Interdiction Teams, Traffic Enforcement Teams, School Liaison Teams, Neighbourhood Policing Team, and some Traffic Support Team officers. These officers will all routinely deploy in uniform within the community and have the capability to provide an immediate response to any incident requiring immediate police action.

Under the proposed plan, well over 50% of the Surrey PD sworn officers will consist of uniformed frontline officers who will respond to calls for service, will patrol throughout the community, and will proactively address public safety issues, including unsafe driving and gang activity. These members will also work collaboratively with the community on a daily basis in schools, hospitals, and on the streets.

Community Safety Personnel

Community Safety Personnel will further bolster the visibility of the Surrey PD in the community. Community Safety Personnel (CSPs) are part of a tiered policing model that utilizes trained uniformed special municipal constables/peace officers with lower-level force options to support patrol officers during their day-to-day duties. Similar deployment models have been used elsewhere in Canada, and internationally, under a number of different program names, including: Auxiliary, Reserve, Cadet, Community Safety Officer, Special Constable Programs, and Community Safety Personnel. In these jurisdictions, unarmed peace officers handle activities that do not require the presence of a highly trained professional police officer who is armed with a firearm. They engage in visible and proactive duties in support of regular patrol officers. When CSPs take on these lower-level duties, regular police officers have significantly increased capacity for proactive policing, and greater availability and visibility in the community.

At the Surrey PD, the CSPs would be unarmed peace officers who respond to lower-priority, lower-risk, and lower-complexity policing tasks, while focusing on community engagement, quality of life issues, and customer service. The expectation is that the personnel assigned to the Community Safety Team will engage in low-risk tasks.

They will not undertake any task where there is a dangerous suspect. These low-risk tasks primarily include, but are not limited exclusively to, the transportation and tagging of property, maintaining containment on cleared crime scenes, managing the scenes of motor vehicle incidents, engaging in intelligence led proactive based patrols, and providing a visible uniformed presence at community events for the purpose of community engagement. Additionally, as CSPs will be trained to direct traffic at motor vehicle incidents, they will also be utilized to manage traffic flow for events that impact traffic such as street festivals and parades. This function is the same as that of the Traffic Authority program at the VPD.

CSPs will thus free up regular patrol officers from these tasks, enabling them to spend more time on proactive policing activities, address more serious crime or disorder issues, and remain more readily available to respond to other calls. Combined, the CSPs and the regular patrol officers with more proactive time will lead to more visibility in the community.

In addition to creating increased availability and visibility for regular patrol officers, the CSPs themselves will be visibly active and add a Surrey PD presence in the community. They will interact with the community and engage the public, with a particular focus on customer service and community liaison. The personnel assigned to the CS team will assist patrol officers by providing additional “eyes and ears” on the streets. They will deploy in “hot spot” areas, where regular patrol officers often do not have as much available time to work. When needed, the personnel assigned to the CS team will provide additional support for traffic control duties, freeing up regular patrol officers for proactive police work.

They can also assist regular patrol officers with routine investigative tasks such as canvassing commercial areas to locate potential evidence (e.g. video evidence) and maintaining perimeter security at low-risk crime scenes. Finally, the personnel assigned to the CS team will be available to provide logistical support during large-scale deployments, major events, emergencies or disasters.

The CSPs will administratively report to a sergeant in the Community Safety Team, but will report to a rotating patrol supervisor for operational deployments. The Community Safety Team discussion in the following section will outline the shifting and staffing of the CSPs.

Patrol Support Section

The Patrol Support Section will house uniformed and frontline officers that support frontline patrol officers through specialized functions such as traffic enforcement, mental health support, working in schools, planning for large-scale public events, and developing plans for emergency situations. This Section will be led by an inspector. A civilian administrative assistant will support the inspector and the various Patrol Support teams.

Traffic Enforcement Teams

Within the Patrol Support Section, two Traffic Enforcement Teams will conduct targeted speed enforcement and work proactively to promote safer roads, thereby saving lives and reducing fatalities and motor vehicle injuries. Traffic Enforcement officers will be mandated to enforce all traffic laws contained in the *Criminal Code*, the *BC Motor Vehicle Act and Regulations*, other provincial statutes, and municipal bylaws. They will be specially trained and equipped to set up speed checks, other checkpoints and roadblocks, targeting high-collision areas and high-risk behaviours. They will also assist patrol officers by providing traffic control at the scene of motor vehicle accidents and major incidents. They will monitor and respond to traffic-related community concerns and complaints through enforcement and education. They will also initiate and conduct traffic safety campaigns with the goal of improving road safety for bicycles, pedestrians and other road users. Their primary goals will include the reduction of collisions and the efficient movement of traffic. The two Traffic Enforcement Teams will work 4-on 4-off shifting patterns to allow for seven days a week coverage. Each team will consist of 10 constables led by one sergeant and will work closely with an analyst to conduct data-led enforcement throughout the city. The Surrey PD should also continue to work closely with the Integrated Road Safety Unit (IRSU). This supplementary traffic enforcement presence, combined with the proposed staffing level for Surrey PD Traffic Enforcement Teams, will provide for a high level of road safety in the city of Surrey.

Traffic Support Team

Also within the Patrol Support Section, the Traffic Support Team will provide education, training, and research services to other members of the Traffic Section as well as specialized traffic enforcement such as commercial vehicle enforcement. Among other things, this will involve communicating legislative changes affecting traffic enforcement through departmental bulletins, electronic briefings and other training methods; training members in the use of Approved Screening Devices (ASD), blood kits, drug evaluation and evidentiary breath testing; maintaining certifications and specific qualifications, including Breath Testing Apparatus, ASD, Standard Field Sobriety Test (SFST), and Drug Recognition Expert designations for the entire Surrey PD; processing administrative driving prohibitions and vehicle impoundments; coordinating the regular maintenance program for DataMaster and ASD units; coordinating the Speed Watch Program; and compiling research reports on a wide range of topics related to legislative changes, court decisions, safety campaigns and administrative issues.

Officers in the team will also be responsible for conducting enforcement on commercial vehicles to ensure that these vehicles are in good repair and safe to be on the road.

Due to the size of these vehicles and the goods that they transport, collisions and accidents due to poor vehicle state, unsafe driving, and driver error can be considerably worse than collisions involving only passenger vehicles. Given that there are multiple border crossings and highways within Surrey, this is an important function to maintain.

This team will also have additional capacity for investigating collisions, including police-involved incidents. At present, the Surrey RCMP relies on the Integrated Collision Analysis and Reconstruction Service (ICARS) to aid in major collisions. It should be noted that this service does not have the capacity to investigate all accidents.

When applicable, members of the Traffic Support Team will utilize ICARS accident reconstruction and forensic reports to form a part of their investigations.

Overall, the Traffic Support Team will consist of one sergeant, 10 constables, and one civilian to address the aforementioned responsibilities. This staffing is consistent with the portfolio-based tasks undertaken by this Team and is comparable to the staffing in the VPD. One civilian member will continue to be responsible for calibrating and maintaining ASDs and other equipment used by the Traffic and Patrol Teams.

Mental Health Team

It is estimated that Canadian police agencies collectively have about one million encounters annually with persons who are mentally ill or are suffering from substance abuse, or both.⁹⁴

In some jurisdictions, up to 40% of all police calls involve a person with an apparent mental illness. Some persons with mental illnesses have hundreds of contacts with the police annually.⁹⁵

Still within the Patrol Support Section, the Surrey PD's Mental Health Team will work with community partners to streamline information sharing and provide a proactive service platform that attempts to improve the quality of life for their mutual clients who live with mental illnesses and problematic substance use and addiction. This highly collaborative, patient-centered approach is intended to help stabilize the client resulting in a reduction of crime, *Mental Health Act* apprehensions, and hospital wait-times for police members. Members on this team will also work with mental health nurses to make field visits and are a resource for patrol officers that require assistance with a mental health related call. Four Mental Health Team members are required to staff the mental health cars seven days a week with one daytime shift and one nightshift. Two additional members are required for the Assertive Community Treatment (ACT) teams. The ACT teams provide a longer term program that prepares the client for a successful transfer to a step-down community service. An additional four members are required for other mental health initiatives with the local health authority. There will be 10 officers under the supervision of one sergeant. This is consistent with the staffing at the VPD for a portfolio-based team.

This team will be able to effectively replace the Integrated Mobile Crisis Response Service currently provided in Surrey under the Car 67 model, as well as the Surrey RCMP Police Mental Health Intervention Unit. Currently, Surrey RCMP and the Fraser Health Authority jointly respond to police calls involving mental health or domestic violence as part of the Car 67 ("B67") service delivery model, which was formalized in the form of a 2010 MOU between the Fraser Health Authority (Mental Health and Addiction Services) and RCMP 'E' Division.⁹⁶ The model pairs a police officer with a mental health professional (nurse) in a police vehicle and they respond together to mental health and substance use emergencies.

⁹⁴ CBC News (April 4, 2018), Katie Nicholson and Jacques Marcoux. Most Canadians killed in police encounters since 2000 had mental health or substance abuse issues. <https://www.cbc.ca/news/investigates/most-canadians-killed-in-police-encounters-since-2000-had-mental-health-or-substance-abuse-issues-1.4602916>

⁹⁵ VPD (2008). Lost in Transition: How a Lack of Capacity in the Mental Health System is Failing Vancouver's Mentally Ill and Draining Police Resources. <https://www.cbc.ca/bc/news/bc-080204-VPD-mental-health-report.pdf>

⁹⁶ <https://www2.gov.bc.ca/assets/gov/health/managing-your-health/mental-health-substance-use/police-interface-report.pdf>, Appendix 2.

The police officers who work in these mobile crisis units typically have enhanced training in mental health beyond what is provincially mandated (i.e. crisis intervention and de-escalation training).⁹⁷ Surrey RCMP also has a Police Mental Health Intervention Unit with Mental Health Liaison Officers who coordinate services from healthcare to law enforcement for the purposes of responding to individuals in crisis, facilitating outreach assessments, managing risk, monitoring cases, and supporting review panel and extended leave processes.⁹⁸

For example, these Liaison Officers work with community partners and agencies to identify long-term solutions for clients who have repeated police contacts related to their mental health needs or were involved in high-risk incidents where mental health was a significant component.

School Liaison Team

Also under the Patrol Support Section, two School Liaison Teams will provide a full-time police presence in Surrey schools. School liaison officers will provide a bridge between the school community and the Surrey PD. They will act as legal resources, counsellors, mentors and positive role models for students. They will also investigate school-related incidents and will work to enhance school safety and security. They should also continue to support the School Safety Alert System, Violence Threat Risk Assessment Protocol, Safe & Caring Schools Policy and Regulations, and other federally and provincially-funded youth mentorship, bullying and gang prevention initiatives that are currently in place. They can respond to and follow up with complaints or tips from school administrators. In accordance with section 177 of the *BC School Act*, members of the School Liaison Team and Youth Services Team will be the only Surrey PD members who have the authority to ban someone from a school or school grounds as designated by the Surrey Board of Education.

To determine the staffing of the School Liaison Teams, the Technical Assistance Team examined the ratio of school liaison officers to schools in Vancouver. The Vancouver School Board has 109 schools, or roughly seven schools per officer. The Surrey School District (School District 39) includes a total of 129 schools. At a rate of seven schools per officer, the Surrey PD's School Liaison Teams would require 18 school liaison officers. For span of control reasons, these officers will be split into two teams and each team will be led by one sergeant. This will require a total of 20 officers. This devotion of resources to schools is central to engaging youth and preventing kids from taking the wrong life-path, thus reducing future gang violence.

Surrey PD School Liaison Officers will participate in the Surrey Safe School program and therefore will work closely with the Safe School Liaison assigned to every secondary school in the Surrey School District.⁹⁹ Safe School Liaisons are civilian staff members embedded into each high school. Their main mandate is to help with issues related to school safety or student well-being, support the youth programming, and connect students with useful resources in their school and community. There is also a Substance Use Liaison and a Youth Diversity Liaison.

⁹⁷ RCMP, Enhancing Police Response to Mental Health Situations. <http://bc.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2096&languageId=1&contentId=41702>

⁹⁸ Interfaces Between Mental Health and Substance Use Services and Police: A Toolkit for Police Agencies and Health Authorities, <https://www2.gov.bc.ca/assets/gov/health/managing-your-health/mental-health-substance-use/police-interface-report.pdf> (page 10).

⁹⁹ Protecting Surrey Schools Together, Surrey Safe Schools. <https://www.psst-bc.ca/student-connection/safe-schools/>

Emergency Operations Team

Finally, the Emergency Operations Team under the Patrol Support Section will cover threat assessment, security, staff deployment, and traffic control for a multitude of public events including demonstrations, VIP visits, marathons, large concerts, sporting events, movie shoots, marches, parades, ceremonial and fund-raising events, and other occasions requiring a police presence. Special event policing services will generally be provided on a cost-recovery basis. The team will also facilitate the training and equipment needs of public order members who will attend all potentially unlawful gatherings where the potential for violence exists or where specialized resources are required. The Surrey PD's Emergency Operations Team has been scaled in relation to the staffing level of the VPD's Emergency & Operational Planning Section (EOPS). The team was sized taking into account that there are fewer events in Surrey than in Vancouver. Moreover, there are opportunities for the Surrey PD to work with the VPD on items such as public order training. As such, there will be one sergeant overseeing three constables and one civilian emergency planner.

Community Safety Team

As noted previously, the Surrey PD staffing model will make use of CSPs to engage in tiered policing. The CSPs will be responsible for lower-priority, lower-risk, and lower-complexity policing tasks, while focusing on community engagement, quality of life issues, and customer service.

An analysis of calls for service was used to ensure that the types of calls in Surrey were conducive to the work that can be done by CSPs in a large enough volume to justify the size of the program. As CSP duties are in support of patrol officers, it would make sense to scale the number of CSPs at the Surrey PD roughly in accordance with the size of the VPD program. This approach suggests that a total of 20 CSPs divided between two teams of 10 could provide seven day a week coverage in Surrey. The CSPs would be a citywide resource and requests for their assistance could be managed through the Surrey PD Duty Officer, as required. Operationally, these members will report to a rotating patrol supervisor.

The shifting for the CSPs will align with standard patrol shifts as this resource is designed to work closely with operational patrol officers. However, due to the call load and the types of calls which occur in the early morning hours, there will only be two shifts for CSPs, an Alpha and a Bravo shift.

Administratively, the CSPs will be coordinated by a sergeant. This sergeant will be responsible for overseeing matters of training coordination, overtime, performance, and mentoring among other supervisory roles. As such, the staffing for this team will consist of one sergeant and 20 CSPs.

Detention Services Section

The Detention Services Section will contain functions directly related to the temporary apprehension of individuals who are unable to care for themselves or who have committed crimes. As this is a high-risk area, one inspector will directly manage these functions.

Surrey Jail

Section 15 of the *BC Police Act* requires municipalities with a population of more than 5,000 persons to operate a jail. The Surrey Jail will be tasked with processing, securing, and caring for all prisoners and detainees who are brought into the jail. These prisoners and detainees will typically be escorted by Surrey PD members, by the British Columbia Sheriff's Service, or transported by other police agencies. The jail is a short-term detention facility designed primarily to hold prisoners upon arrest and to stage prisoners for Court appearances. There is no evidence to suggest that the jail operations in Surrey require any changes. As a result, it is projected to continue to operate with its current civilian strength of 12 full-time staff. Four of the staff are team leaders while eight are jail guards.

Additionally, staffing has been provided to maintain the presence of one sergeant and one constable being present at all times. A second sergeant is being added to allow for coverage at the Operations Communications Centre, in case a critical incident which requires a sworn supervisor arises. The sergeant will also review police reports from patrol members where charges are being recommended. This will include all in-custody charges as well as individuals who are released with a promise to appear (PTA). In order to staff the jail at this level, there will be eight sergeants and four constables.

Operations Communications Centre

The Operations Communications Centre (OCC) is currently responsible for dispatching Surrey RCMP officers to calls for service. Following the transition to the new Surrey PD, it is projected that the Surrey OCC will continue to function in its current state with its current staffing. Once calls are answered by E-Comm staff, if a Surrey PD response is required, they will be transferred by the E-Comm 9-1-1 call taker to the Surrey OCC, where the caller will talk with a Surrey OCC Operator. The call will then be dispatched appropriately to a Surrey PD unit. The existing 60 civilians will continue to staff the Surrey OCC 24 hours per day, seven days per week. As previously mentioned, a sergeant will oversee the OCC in the event a critical issue requiring the supervision of a sworn member arises.

Diversity and Community Support Section

The Diversity and Community Support Section will house all functions within the Surrey PD that are directly related to community policing and outreach to the communities of diversity in Surrey. This Section will be led by an inspector accompanied by one civilian clerk who will provide administrative assistance to the teams housed in this Section.

Diversity and Indigenous Services Team

The members of the Diversity and Indigenous Services Team will be involved in developing relationships with communities of diversity with the objective of aiming to improve measurable policing and public safety outcomes. The officers will be involved in organizing and participating in community engagement activities and events, community presentations, and safety training forums. This team will maintain the partnerships currently in place in Surrey.

Surrey is projected to have the largest Indigenous community in the province and, accordingly, developing and maintaining relationships with Indigenous peoples will be a key focus for Surrey PD. Target outcomes could include reducing over-representation in illegal behaviours, over-victimization, under-reporting of crimes, and fear of crime, and encouraging participation in investigations and in court as victims or witnesses.

All members will spend a large portion of their time on outreach services such as developing and maintaining relationships with diverse communities and with a variety of interest groups in the city. Outreach will be accomplished through the local media and the participation in community forums, workshops, and rallies. In addition, the members in this team will act as a resource for frontline members with questions regarding specific community groups. Further, the team will coordinate and supervise citywide roles such as Problem Premises Coordinator, Homeless Outreach Coordinator, Sex Industry Liaison Officer, etc. Each portfolio will be responsible for reaching out to a large population group within the city to work closely towards the overall goal of increasing public safety and crime prevention. However, they will work together as necessary to address the needs of the community. It is recommended that seven constables, led by one sergeant, staff this team. This staffing is similar to the staffing at the VPD as the portfolios are expected to require full-time involvement.

Neighbourhood Resources Team

The Neighbourhood Resources Team will coordinate community policing activities for the assigned geographic areas based on the Surrey PD's District sub-stations. Community policing is a police philosophy that involves problem solving with the assistance of the community.

It focuses on building ties and working closely with members of the community, with the goal of increasing public safety and crime prevention. The team will be mandated to facilitate the delivery of community policing programs and activities while ensuring accountability, and promoting collaboration and communication with the community. It is recommended that ten constables be assigned to this team. This will allow for two officers to work in each Surrey PD District sub-station, providing a permanent point of contact for the community, *in* the community. Administratively, these ten constables will report to one sergeant.

Victim Services Team

The Victim Services Team will provide victims, witnesses, and their family members with professional, supportive and timely assistance to lessen the impact of crime and trauma. Victim services may include emotional support, practical assistance, and justice-related information and referrals to other agencies. Target outcomes will include improved safety, reduced risk of further victimization, access to information and support, enhanced criminal investigations and increased willingness to participate in the criminal justice system. The staffing in this team will remain the same with eight civilian caseworkers.

Youth Counselling Team

The City of Surrey's Crime Prevention & Community Services staff are currently involved in a number of comprehensive youth intervention and restorative justice programs. These programs will be maintained by Surrey PD. Surrey's Youth Intervention Program began in 1995. Its goal is to intervene early in order to divert young people away from a life of crime and the criminal justice system. Youth Counsellors work within the five District sub-stations and provide counselling, family support, and referrals to youth who have been involved in conflict or crime.¹⁰⁰ The program works with an average of 300 at-risk youth per year. Referrals to the program are made by police officers who encounter eligible youth while handling calls for service or conducting investigations.

The Surrey Restorative Justice Program is a volunteer-based program that steers young first-time offenders away from the criminal justice system and formal court process by providing resolution through alternative extra-judicial measures. The focus is on providing youth offenders with opportunities to make amends and understand the consequences of their actions, while also considering restoration and healing for victims.¹⁰¹

Options can include: Community Justice Circles (face-to-face meetings where impacted parties meet and discuss how they have been impacted by an event and jointly create a plan for resolution); Restorative Resolution Meetings (committee-style meetings where youth meet with trained community members to discuss the harm related to their actions and a plan for resolution); or adult leadership and mentorship provided by community volunteers to help youth fulfil their resolution plans. All referrals are made by the police. The program is open to Surrey youth aged 12-17 but young adults aged 18-25 who meet the eligibility criteria may also be accepted. This team will remain staffed with the five existing civilian staff.

Community Services Team

The Community Services Team will house the civilian support staff who will support the Surrey PD's community outreach programs. This team will continue to develop, coordinate, and deliver community safety programs and presentations that align with the strategic priorities of the City and community. It will actively support crime prevention and community volunteer programs, including Block Watch, Crime Free Multi-Housing, Project 529 Garage, Project IRIS, Speed Watch, and many others. The programs administered will include educational programs which engage residents in crime prevention, as well as neighbourhood and personal safety initiatives. Staffing in this area currently consists of 13 civilians and this will remain unchanged.

¹⁰⁰ Surrey RCMP, Youth Intervention Program (YIP). <http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=7420>

¹⁰¹ Surrey RCMP, Restorative Justice. <http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=2350>

INVESTIGATIONS DIVISION

The Investigations Division will house all of the investigative functions and direct investigative support functions of the Surrey PD, including covert surveillance and crime analysis functions. This division will account for approximately 27% of the Surrey PD sworn staffing and 10% of the civilian staffing. This division will be led by the Deputy Chief Constable commanding Investigations and will be supported by an Executive Assistant. The following table summarizes the proposed staffing for the Investigations Division.

Table 13. Proposed Staffing Model for Surrey PD Investigations Division

	Exec.	Insp.	Sgt.	Cst.	Total Sworn	Total Civilians
Investigations Division	1					
<u>Major Crime Section</u>		1				1
Robbery and Assault Team 1			1	8		
Robbery and Assault Team 2			1	8		
Robbery and Assault Team 3			1	8		
Strike Force Team 1			1	9		
Strike Force Team 2			1	9		
Strike Force Team 3			1	9		
Strike Force Team 4			1	9		
Tactical Support Team						2
Covert Intercept Team						1
<u>Organized Crime Section</u>		1				1
Gang Interdiction Team 1			1	8		
Gang Interdiction Team 2			1	8		
Organized Crime Investigation Team 1			1	8		
Organized Crime Investigation Team 2			1	8		
Criminal Intelligence Team			1	6		
<u>Special Investigations Section</u>		1				1
Sex Crimes Team 1			1	8		
Sex Crimes Team 2			1	8		
DVACH Team 1			1	6		
DVACH Team 2			1	6		
Missing Persons Team			1	8		
Counter Exploitation Team			1	4		
Sophie's Place			1	6		
Polygraph Team			1			
<u>Property Crime Section</u>		1				1
Cyber and Technological Crime Team			1	6		1
Property Crime Team 1			1	10		
Property Crime Team 2			1	10		
Financial Crime Team			1	6		
Youth Services Team			1	10		
<u>Analysis and Investigations Support Section</u>						1
Crime Analysis Team						15
Investigative Assistants Team						7
Total Staffing	1	4	25	186	216	31

Major Crime Section

The Major Crime Section will house all the investigative teams dedicated to investigating serious violent crimes, including attempted murders and pre-IHIT unsolved homicides. Additionally, the surveillance functions of the Surrey PD will be housed in this Section as it is likely that Robbery and Assault Teams will be the primary users of this resource. This Section will be led by an inspector and will contain a civilian administrative assistant to support the various teams in the Section.

Robbery and Assault Teams

The Robbery and Assault Teams will be responsible for investigating major crimes that include: attempted murders, aggravated assaults, kidnappings, home invasions, serious threats made against Surrey PD officers, robberies of financial institutions and jewelry stores, robberies where firearms are discharged, robberies involving serious injuries, and robberies involving significant financial loss. The overall staffing of this team will be three teams of eight constables led by a sergeant, for a total of 27 sworn members. This staffing level represents approximately 75% of the staffing levels in the VPD for the same functions. This is consistent with the relative volume of violent crime in Surrey, with some weight placed on the fact that Surrey historically records more attempted murder cases than Vancouver.

Tactical Support Team

The Tactical Support Team will provide critical support for specialty teams that conduct major criminal investigations. The work of the Tactical Support Team will be divided into two main roles including the administration of covert systems including maintaining, supporting, and connecting the IT systems used by the Surveillance Teams. Secondly, the team will specialize in the development and installation of covert surveillance equipment in support of judicial authorizations. The staffing for this team consists of two civilian specialists.

Covert Intercept Team

The Covert Intercept Coordinator will leverage existing capacity in other police agencies. However, there will be a regular need to provide investigators with technical support to execute judicial orders related to electronic surveillance, including dialed number recorders as well as tracking orders for phones and vehicles. This team will be staffed by one full-time civilian covert intercept coordinator. This coordinator will work closely with the Tactical Support Team, as outlined above.

Surveillance Teams (Strike Force)

Surveillance will be a necessary and vital investigative technique for specialty teams within the Surrey PD that are involved in major criminal investigations. Surveillance team members will utilize their training, expertise, and equipment for the purpose of covertly conducting surveillance and tracking target movement. Surveillance will be used primarily for the most serious of cases due to its resource intensive nature. During surveillance, the protection of the public will be the primary concern. Surveillance will also be used to proactively identify and target prolific property crime offenders and high-crime hotspots. Each surveillance team will consist of one sergeant and nine constables, for a total of 40 members. This staffing level will allow for seven day a week coverage and should provide ample surveillance capacity for the Surrey PD.

Organized Crime Section

The Organized Crime Section will house all functions directly related to the proactive and reactive targeting of organized crime groups. This will include proactive gang interdiction as well as proactive and reactive investigations into violence, property crime, and drug trafficking related to organized crime groups. This Section will be led by an inspector, who will be assisted by a civilian administrative assistant to support the various teams in the Section.

Gang Interdiction Teams

The Gang Interdiction Teams will focus on high-visibility, proactive enforcement, and intelligence gathering with respect to members and associates of identified gangs or crime groups whose criminality threatens the public. These groups can range from loosely organized “street” gangs up to sophisticated “mid-level” groups and “high-level” organized crime groups. The Gang Interdiction Teams will be a resource for both the Operations Division and the Investigations Division. The primary mandate of the Gang Interdiction Teams will be to maintain a high-profile uniform presence on the streets of Surrey, conducting gang violence suppression and enforcement activities.

To function properly, gang interdiction activities must be conducted seven days a week. Otherwise, those involved in organized crime will shift their activities around times when interdiction does not occur. As such, two teams will be required to maintain seven days a week coverage. Moreover, due to the violent nature of organized crime, these teams must be staffed at a high level for both public and officer safety reasons. There will be two full-time teams consisting of eight constables led by one sergeant, for a total staffing of 18 sworn members. This high level of staffing is consistent with concerns of Surrey citizens and the public safety risk that organized crime activity poses.

The Surrey PD Gang Interdiction Team will also provide continuous support to the Inadmissible Patrons Program. Launched in December 2018, the Inadmissible Patrons Program is a partnership between the Surrey RCMP, the City of Surrey, the BC Restaurant and Food Services Association and Restaurants Canada.

The Surrey RCMP Gang Enforcement Team developed the program in conjunction with restaurant partners to help prevent violent criminal activity in and around licensed establishments by sending a clear message to gang members that they are not welcome in Surrey. It was modelled after VPD's Restaurant Watch program.¹⁰²

Organized Crime Investigation Teams

The Organized Crime Investigation Teams (OCITs) will carry out investigations involving persons involved in organized crime. These investigations typically involve gangs, drugs, and firearms. The investigations to be conducted by the teams can be either reactive – after an offence has occurred – or proactive – targeting offences that are ongoing or are being planned. When deciding which organized crime individuals or groups to investigate, the teams will assess potential targets based on public safety risk.

These teams will also have the capacity to engage in the civil route to combat organized crime activity. The OCITs will have the capacity to work with the Civil Forfeiture office to seize assets that are instruments or proceeds of crime, thereby depriving organized criminals of the tools they use to commit their crimes and the ill-gotten gains from their criminal activity.

Based on the staffing methodology of the Technical Assistance Team, the staffing will consist of two teams of eight constables each led by one sergeant for a total staffing of 18 sworn members.

Criminal Intelligence Team

The Criminal Intelligence Team will be responsible for coordinating the gathering and dissemination of intelligence, mainly focused on organized crime, within the Surrey PD.

Due to the nature of organized crime, the use of informants may be required. This is a high-risk, high-liability area of policing. The coding of confidential informants and the maintenance and safeguarding of informant records will be the exclusive responsibility of the designated officers within the Criminal Intelligence Team. Furthermore, members within this team will also be responsible for handling witnesses and ensuring their safety, especially in cases where there are threats against them due to the nature of the crimes they have witnessed.

The team will also be responsible for disseminating information to relevant members of the Surrey PD as required for investigations. This will ensure that the identity of sources are kept confidential when required and that relevant information flows to officers to conduct investigations.

Due to the nature of the portfolio work in this team, it will be staffed with six constables and one sergeant for a total of seven sworn officers.

¹⁰² Surrey RCMP, Inadmissible Patrons Program launches in Surrey. <http://bc.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2126&languageId=1&contentId=57521>

Special Investigations Section

The Special Investigations Section will be responsible for investigations into sex crimes, crimes against the vulnerable, and crimes which are exploitative in nature. The investigators in this Section will require specialized training in handling these sensitive crimes, including crimes against children. This Section will be led by an inspector, and a civilian administrative assistant will support the various teams in the Section.

Sex Crimes Teams

The Sex Crimes Teams will investigate all serious sexual assaults and all serious child assaults, whether sexual or physical, where further evidence is required to request criminal charges from Crown Counsel. The teams will also investigate other sexually motivated incidents such as voyeurism, indecent acts, and trespass at night cases. Members of the Sex Crimes Teams will also collect sex offender intelligence, liaise with outside agencies, and provide support to patrol when required. Finally, members on both teams will also be responsible for proactively monitoring and managing the highest risk offenders who live in the community while on parole, probation, and/or other forms of release. This includes dangerous offenders who are released on Long Term Supervision Orders. These offenders are considered the highest risk to re-offend and demand high levels of supervision from these members. The staffing of this team was derived from the proportionate level of crime within Surrey compared to Vancouver and the staffing levels in the VPD. The staffing will consist of two teams of eight constables each led by one sergeant for a total staffing of 18 sworn members.

Domestic Violence and Criminal Harassment Teams

The Domestic Violence and Criminal Harassment (DVACH) Teams will investigate the highest-risk cases involving intimate partner violence. The DVACH Teams will also maintain vital community partnerships with other government and non-government organizations to ensure the best outcome for the victims of domestic violence. In addition to primarily combating domestic violence, the teams will investigate criminal harassment – incidents involving an offender who pursues another person in a persistent, harassing, or obsessive way. Finally, the DVACH Teams will investigate incidents of elder abuse and neglect. The staffing will consist of two teams of six constables led by one sergeant, for a total staffing of 14 sworn members. The robust staffing of these teams will allow the Surrey PD to meet all Provincial requirements as related to domestic violence incidents.

Missing Persons Team

The Missing Persons Team will be responsible for missing persons investigations. These missing persons cases may involve youth and adults, parental abductions, reports from distant relatives or friends seeking to locate a loved one after many years apart, and requests for assistance from partner agencies to assist in locating missing persons. This team will also investigate sudden death files and work closely with the B.C. Coroners Service. Investigators will frequently assist in identifying victims, locating next-of-kin and returning to them any property that has been secured for safekeeping by police, and ensuring that the necessary follow-up investigation has taken place. The staffing will consist of one team of eight constables led by one sergeant for a total staffing of nine sworn members.

Counter Exploitation Team

The Counter Exploitation Team will investigate and enforce all offences relating to prostitution and other related statutes applicable to the sex industry such as human trafficking and smuggling. Additionally, in relation to exploitative crimes, this team will investigate all offences related to child pornography and other statutes designed to protect the vulnerable and those who are exploited.

A major component of the mandate will be to adhere to the Investigate, Communicate, Educate, Enforce and Exit (ICEEE) principles. Members in this team will utilize these principles not just to enforce the law, but to communicate with agencies and respond to community issues and needs relating to prostitution and pornographic crime. The team will also investigate cases of Internet child luring and Internet child sexual abuse images. The safety of sex industry workers in the community is important, and as such, the team will work with partner agencies to assist sex industry workers who want to exit the sex industry. The staffing will consist of one team of four constables led by one sergeant for a total staffing of five sworn members. The low span of control in this team is in recognition of the sensitive, high risk, and stressful nature of this work and these investigations.

Sophie's Place

Sophie's Place is a Child & Youth Advocacy Centre located at 9460 140 Street.¹⁰³ Since it opened in 2012, it has been providing a child-friendly space where children up to and including 18 years of age living in Surrey who have been abused physically, psychologically or sexually can share their stories and receive the support they need in a way that makes them feel safe, protected, and welcome.

The Centre is the result of significant collaboration between the Surrey RCMP, Ministry of Children and Family Development (MCFD), City of Surrey, the Victim Services and Crime Prevention Division of the BC Ministry of Public Safety & Solicitor General, and the Centre for Child Development of the Lower Mainland. The Centre for Child Development is a non-profit charitable organization that offers specialized pediatric medical rehabilitation services, counselling, preschool care, and health care for children with special needs, as well as support to their families.¹⁰⁴

At Sophie's Place, a multi-disciplinary team provides advocacy, support and counselling to young victims of abuse or neglect. The team includes police officers, medical and trauma screening professionals, MCFD representatives (social workers), victim services workers from the BC Ministry of Public Safety & Solicitor General, and volunteer advocates.¹⁰⁵

¹⁰³ <https://find.healthlinkbc.ca/ResourceView2.aspx?org=53965&agencynum=41979146>.

¹⁰⁴

<https://find.healthlinkbc.ca/ResourceView2.aspx?org=53965&agencynum=17638071&SiteResourceAgencyNum=17638073>

¹⁰⁵ <https://the-centre.org/sophies-place-child-youth-advocacy-centre-wins-big-at-police-officer-of-the-year-awards/>

Referrals come from either the police or the MCFD. The RCMP spearheaded the integrated model in Surrey and has been supporting Sophie's Place since it opened in 2012.¹⁰⁶ In April 2014, six members of the Surrey RCMP's Child Abuse and Sexual Offence Unit (Special Victims Unit) moved into Sophie's Place on a full-time basis with the goal of investigating incidents of child abuse in the least intrusive and most supportive, compassionate way possible.¹⁰⁷

The goal of Sophie's Place is to reduce the trauma and emotional toll on victims of abuse or neglect by increasing collaboration between criminal justice system stakeholders. The concept is to provide a safe, protective and collaborative environment where children who have been victims of abuse can receive all the services they need in one location and can be interviewed once, as opposed to having to attend multiple intimidating offices and repeat their traumatic experience multiple times to different people such as doctors, police officers, social workers, and Crown Counsel representatives.¹⁰⁸

The Centre is named after Sophie Tweed-Simmons, the daughter of legendary KISS member Gene Simmons and Canadian-born model and actress Shannon Tweed.¹⁰⁹ The same highly integrated model was previously implemented successfully at the Zebra Child Protection Centre in Edmonton¹¹⁰ and has since been launched in Vancouver.¹¹¹ A total of seven Surrey PD officers have been earmarked for Sophie's Place (one sergeant and six constables). Any need for additional resources, at peak times of workflow, will be supported by the Surrey PD Sex Crimes Unit.

Polygraph Team

The mandate of the Polygraph Team will be to offer support to the Surrey PD by providing polygraph examinations as well as providing advanced interviewing services for investigations. The Polygraph Team will house the Surrey PD's resident subject matter expert in interviewing services – including the interviewing of witnesses, victims, and suspects. The Polygraph Team will also be involved in the pre-employment screening of recruit applicants. Based on the overall staffing level of the Surrey PD and the levels of serious crime, it is recommended that one sergeant be assigned to the Polygraph Team on a full-time basis. During periods of increased hiring, if one or more exceptionally serious case imposes unsustainable workload on the sergeant, or when the sergeant goes on leave, other police agencies in Metro Vancouver can offer assistance. For example, the VPD Polygraph Team would offer support when required.

Property Crime Section

The Property Crime Section will be responsible for investigating all property crimes which are beyond the investigative ability of Surrey PD patrol officers. This would include complex online fraud or serial break & enter cases. This Section will be led by an inspector, and a civilian administrative assistant will support the various teams in the Section.

¹⁰⁶

<http://www.vancouversun.com/touch/daughter+gene+simmons+lends+name+surrey+centre+abused+children/6000513/story.html>

¹⁰⁷ <http://bc.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=50&languageId=1&contentId=34441>

¹⁰⁸ <https://the-centre.org/sophies-place/>

¹⁰⁹ <https://the-centre.org/sophie-tweed-simmons-to-attend-17th-annual-gala-of-hope/>

¹¹⁰ <https://www.cbc.ca/news/canada/edmonton/zebra-child-protection-centre-aims-to-raise-1m-to-expand-1.2999282>

¹¹¹ <https://finance.yahoo.com/news/vancouver-child-youth-advocacy-centre-224402012.html>

Cybercrime and Technological Crime Team

The Cybercrime and Technological Crime Team will be responsible for the forensic examination and interpretation of data recovered from digital devices as possible evidence in relation to all crimes. Their mandate will be to conduct forensic examinations of computers and other mobile electronic devices where a computer/device or the Internet is believed to have been used as a tool to commit a criminal offence such as fraud; a computer/device is believed to have been used as an information storage medium of a criminal offence; and a computer/device is victimized such as computer hacking and unauthorized access of a computer system.

The team will also assist other police members with their online investigations where the offence originates or the victim resides in Surrey. The staffing will consist of one team of six constables and one civilian specialist led by one sergeant, for a total staffing of seven sworn members and one civilian. The staffing of this team will be proportionate with the level of crime within Surrey compared to Vancouver and the corresponding staffing levels in the VPD.

Property Crime Teams

The Property Crime Teams will be responsible for investigating property offences including residential break and enter, commercial break and enter, and theft including shoplifting rings. They will also be responsible for any other property crime offences requiring follow-up investigation that are serial in nature or have significant monetary losses. In addition, the team will proactively target known property crime offenders and develop offender profiles. Secondly, members in the teams will also specialize in anti-fencing, working to identify and dismantle locations fencing stolen property. Further, investigators will be responsible for conducting follow-up investigations involving auto crime and administering the Bait Car Program.

In order to aid in reducing the overall level of crime, designated members within this team will also focus on reducing the impact of prolific and chronic property crime offenders. Members will track and monitor offenders' compliance with court-imposed conditions. These members will also locate and arrest individuals wanted on outstanding criminal arrest warrants. This includes identifying, locating, and apprehending known suspects and convicted criminals who are actively evading arrest. The staffing will consist of two teams of 10 constables led by one sergeant for a total staffing of 22 sworn members. The staffing of this team will be proportionate with the level of property crime within Surrey compared to Vancouver and the corresponding staffing levels in the VPD.

Financial Crime Team

The Financial Crime Team will investigate frauds, financial crimes, identity theft, mail theft, and other crimes committed for the purpose of stealing personal/financial information that occur in the city. Typically, the Financial Crime Team will investigate large scale fraudulent transaction files resulting in long-term investigations. In fraud cases involving multiple jurisdictions, the primary jurisdiction for the investigation typically depends on where the suspect appears to be operating or where the proceeds end up. The staffing of this team was determined, in part, by the overall level of crime in the city of Surrey. Due to the nature of police-reported data, it is not possible to determine the level of fraud.

These frauds could range from fraudulently obtaining a meal (commonly known as a “dine and dash”) to complicated long term frauds involving numerous victims. The staffing in this team will require additional study one year after they begin taking on cases to determine if more or fewer staff are required. Ultimately it is suggested that this team be staffed with six constables and one sergeant for a total staffing level of seven sworn members.

Youth Services Team

The mandate of this team will be to respond to youth crime, and employ prevention and diversion tactics to positively educate and engage Surrey youth. The focus will be on including more proactive crime deterrence through positive engagement with youth. Officers in the team will be tasked with investigative work as well as the development, coordination, and delivery of innovative and socially responsible youth programs. Additionally, the team will employ a Youth Justice Program Coordinator to deploy the Youth Outreach and Empowerment (YEO) Partnership Program, which handles at-risk youth who are monitored and positively engaged.

The team will also be responsible for the deployment of three partnership cars. One of these partnerships will pair a Ministry of Children and Family Development (MCFD) Social Worker and a Surrey PD constable who will focus on child protection concerns and information sharing. The next partnership will pair a MCFD Youth Probation Officer and a Surrey PD constable. This partnership will be in place to ensure that Surrey youth (ages 12-18) who are on probation comply with their court-ordered conditions. This will effectively replace the Surrey RCMP Youth Probation Unit (“Yankee 30”). The final partnership will consist of a MCFD Outreach Social Worker and a constable to provide a coordinated response to sexually exploited at-risk youth between the ages of 12 to 18 years old. The goal will be to build and maintain relationships with these youth and attempt to connect them with resources and agencies that will provide support services. These functions are portfolio-based and some are proactive in nature. As such, the staffing level will be similar to that in Vancouver and consist of 11 sworn members (one sergeant leading a team of ten constables).

Analysis and Investigations Support Section

Within the Investigations Division, there will be a pool of Crime Analysts and Electronic File Coordinators. These civilian staff members will functionally report to a manager overseeing the Analysis and Investigations Support Section.

A pool of seven Electronic File Administrators (called Investigative Assistants at the VPD) will be grouped administratively under the Investigative Assistants Team. Electronic file administrators are a pivotal resource for investigators involved in complex investigations. Their primary responsibilities will involve providing specialized investigative support work such as electronic disclosure, database queries, open source research, clerical support, meeting minutes, transcription of audio taped or digitally recorded interviews, file management advice and general administrative support.

Similarly, a pool of 14 Crime Analysts will report to a Crime Analyst Supervisor. Surrey crime analysts are well trained and well regarded regionally, with several considered experts in their field of specialization. These crime analysts will support the intelligence-led initiatives and data-driven analytical efforts of the Surrey PD. In turn, proactive approaches and policing strategies at the Surrey PD will be guided by data analytics.

SUPPORT SERVICES DIVISION

The Support Services Division will house all of the Surrey PD’s support and administrative functions. This will include human resources, training, recruiting, asset management, information management, and IT functions among others. This division will house the majority of the civilians in the Surrey PD (56%) and approximately 5% of the sworn staffing in the Surrey PD.

This division will be led by the Deputy Chief Constable commanding Support Services and will be supported by an executive assistant.

Table 14. Proposed Staffing Model for Surrey PD Support Services Division

	Exec.	Insp.	Sgt.	Cst.	Total Sworn	Civilians	
						FT	PT
Support Services Division	1						
<u>Recruiting and Training Section</u>		1				1	
Recruiting Team			1	4			
Training Team				2		9	2
Force Options Team			1	6		1	
<u>Human Resources Section</u>		1	4	2		9	3
<u>Professional Standards Section</u>		2	10				
<u>Planning and Research Section</u>			1	3		4	
<u>Financial Services Section</u>						8	
Payroll Team						5	
Asset Management Team						9	
<u>Information Management Section</u>						2	
CPIC Management Unit						2	
CPIC Team 1						12	
CPIC Team 2						12	
CPIC Team 3						12	
CPIC Team 4						12	
Transcription Team						12	
Court Services Unit						2	1
Disclosure Team						5	
Court Liaison Team						9	
Property Office Team						6	
Public Services Team						16	
Information and Privacy Team						4	
Information and Technology Team						16	
Fleet Management Team						6	2
Facilities Management Team						1	
PRIME Liaison Team				1			
Total Staffing	1	4	18	17	40	175	8

Recruiting and Training Section

The Recruiting and Training Section will house all sworn members involved in recruiting and training coordination functions within the Surrey PD. This Section will be led by an inspector. A civilian administrative assistant will support the various teams in the Section.

Recruiting Team

The Recruiting Team will be responsible for marketing the Surrey PD to prospective recruit candidates, conducting candidate outreach, assessing applications, administering candidate testing, interviewing and processing candidates, and ultimately hiring recruits and any auxiliary members. The overall candidate selection process will strive to recruit a diverse group of applicants, reflective of the demographics in Surrey.

Recruiting teams in most police agencies typically expand and contract, as required, to meet the immediate recruiting needs of the department. For example, the VPD's Recruiting Unit grew to a total of 18 staff during the lead up to the 2010 Winter Olympic Games, when almost 300 members needed to be hired. However, recruiting staffing was subsequently reduced during the period when no new VPD officers were being hired. During a hiring freeze, a recruiting team is still required to do community outreach and maintain a pool of potential recruits for when recruiting efforts increase. As such, it is recommended that one sergeant and four constables (a total of five sworn members) be assigned to the Recruiting Team on a long-term basis for typical recruiting cycles. When required, additional officers can be loaned to bolster the Recruiting Team. This proposed staffing for the Recruiting Team is only a long-term staffing recommendation. The lead-up to the Surrey PD will have considerably more recruiters. A detailed recruiting and training plan is presented in Chapter 8.

Training Team

Police officers are constantly undergoing training, whether practical, online, or in a classroom setting, for a variety of reasons. The nature of policing dictates that members constantly update their skills, become versed in new legislation, learn new policies and procedures, train in new techniques and tactics, undertake professional development, and complete mandatory qualifications.

The Training Team will coordinate and deliver training to all sworn members of the Surrey PD, including all auxiliary members and civilian members. This training will ensure that Surrey PD members have the required skills to perform their duties to the highest standard. One key responsibility of the team will be to coordinate the in-service training for patrol officers. Examples of topics to be covered in this training include mandatory firearms or control tactics qualifications, containment of high-risk targets, high-risk vehicle stops, high-risk arrests, and active shooter incidents.

The recommended staffing for this team consists of two sworn members in addition to the existing nine full-time and two part-time civilian positions currently assigned to support the Surrey RCMP. As there is no evidence to suggest that the training model is not adequately functioning, no changes to the civilian strength are recommended.

The two additional sworn members will provide operational knowledge and input into the curriculum. They will also help coordinate subject matter experts for training within the Surrey PD.

The BC Provincial Policing Standards stipulate that every police department must establish a training function whose responsibilities include, at a minimum: maintaining training records; ensuring all required training and qualifications are complete; and ensuring that training is provided through a provincially-approved training course, where required. In order to meet these requirements and successfully manage the significant number of courses and training qualifications that will be required of its members, the Surrey PD should consider employing a comprehensive learning management system. Particular attention will have to be paid to training mandated by the BC Provincial Policing Standards.

Force Options Team

The Force Options Team will be responsible for providing use of force training to all Surrey PD members, ensuring that they meet all applicable legislative standards. The team will be responsible for all firearms training and qualifications in accordance with the Provincial Policing Standards. It will also ensure that all department-issued firearms are properly maintained. Additionally, the team will be responsible for all other use-of-force training, and for reviewing and auditing all Subject Behaviour Officer Response (SBOR) reports. Finally, the team will provide expert opinion reports to governing bodies such as the IIO, the OPCC, and the Surrey PD's Professional Standards Section.

Use of force by police is a high-risk, high-profile area and the Force Options Team will be staffed robustly to reflect this. There will be one sergeant, six constables, and one full-time civilian armorer assigned to the team. Ultimately, this area is portfolio-based and many specialized tasks do not lend themselves to being scaled based on the size of the department. As such, the staffing level is similar to that of the VPD Force Options Training Unit. Much like the force options training function at the VPD, the model proposed for Surrey PD will rely on the use of staff assigned to other areas of the department to facilitate certain firearms and other use of force training. The permanent staff will remain the subject matter experts and will take a lead role during qualifications and training sessions.

Human Resources Section

The Human Resources Section will be a portfolio-based section within the Surrey PD. Many of these HR portfolios are discussed in what follows but there could be many more. This Section will be led by an inspector. A civilian administrative assistant will also be available to support the various teams in the Section.

Employee Relations & Advisory Services

Employee Relations & Advisory Services will deal with contract administration, negotiation and interpretation, and facilitates arbitration. Additionally, these members will handle legislation and/or policy changes; labour process investigations which do not fall under the mandate of the Professional Standards Section; employee discipline for culpable and non-culpable behaviour; grievances; attendance management; disability management; and accommodations. These members will also handle WorkSafeBC claims for both sworn and civilian members.

Additional responsibilities will include providing labour relations advice, conducting labour relations negotiations, and resolving labour relations issues. This will involve conducting research and analysis of labour and human resource policies, procedures, and initiatives. Also within this portfolio, HR representatives will be providing advice and support to members in the areas of stress (health and wellness), disability and attendance management, performance management, and grief management. As part of wellness initiatives, they will also coordinate programs for Surrey PD members experiencing difficult life situations that have the potential to negatively impact their work performance, ensuring that Surrey PD members who require accommodation are provided with meaningful work opportunities.

Departmental Security

Departmental security will continue to function as it currently does. Civilian staff members will be responsible for the overall physical security of the Surrey PD and will ensure that all civilian employees, contractors, and volunteers have the appropriate security clearance to work at Surrey PD. One full-time member will create and maintain a comprehensive security policy to protect police information, personnel, and electronic systems. Of note, sworn Surrey PD officers will be “background checked” initially by investigators in the Recruiting Team and any follow-up would be conducted by the Professional Standards Section. As no issues have been raised surrounding the departmental security function, no changes to the staffing dedicated to this function are recommended.

Critical Incident Stress Management

Employee wellness is a major issue impacting police agencies worldwide and, accordingly, this will be a priority for the Surrey PD and its HR Section. Critical Incident Stress Management (CISM) team members will respond to critical incidents, which are unusually challenging events that have the potential to create significant human distress and can overwhelm a person’s usual coping mechanisms. The CISM team members will be available for all Surrey PD members (and their families) who have been involved in critical incidents. While this service is reactive in nature, it can assist employees in dealing with critical incidents, thereby reducing the likelihood of deeper psychological problems. A specially trained peer will have the skills necessary to understand the unique challenges faced by colleagues and will provide confidential help and resources when needed.

This peer support through CISM is not intended to replace formal mental health care, but will provide easily accessible, 24/7 emotional support for officers and their families. They will provide mentorship, emotional support, problem solving, goal setting, crisis risk assessment, and referrals to other community resources. The staffing for this portfolio will be two members. Due to the nature of this program and the requirement for 24/7 coverage, no fewer than two members can be assigned. This is the same staffing level that exists at the VPD and it is expected that it should be sufficient for the Surrey PD since it will have fewer members. Additionally, civilian members throughout the Surrey PD will be specially trained as CISM members to ensure this resource is also available to all civilian staff.

Assignments, Transfers and Competitions

Members with the Assignment, Transfers and Competitions portfolio will facilitate the transfer and placement of police members between units, throughout the entire organization. Key responsibilities will include the posting and administration of job vacancies, career counseling with members, and maintenance of records that track the deployment of the organization's members. These members will oversee career development counseling, developing and expanding succession planning strategies, and other general human resources duties. Additionally, they will facilitate the promotional process for sergeants, staff sergeants, and inspectors. Based on the nature of this work and the size of the Surrey PD in relation to the VPD, it is expected that there could be two Surrey PD officers assigned to this portfolio on a full-time basis.

Civilian Services

The civilian services portfolio will provide human resources functions such as: employee relations, labour relations, contract interpretation, career pathing, attendance management, disability management, and accommodation services for all civilian staff.

In addition, these employees will provide recruitment services including external recruitment, internal posting of positions, interviewing, and evaluation of candidates as well as maintaining the casual employee pool for short-term assignments. Based on the number of civilian staff at the Surrey PD compared to the VPD, it is expected that this portfolio could be staffed with three full-time civilian employees.

Human Resources Analytics

One civilian HR analyst will be dedicated to analytics. This employee will provide the department with all relevant HR information, data, and analysis required to initiate and implement new HR-related projects or enhance existing programs. Responsibilities will include preparing reports on unfunded liabilities; tracking various banks and quotas (e.g. overtime leave, annual leave) to ensure hours are recorded properly; and maintaining or producing high-level employee status reports such as the authorized strength report, sworn and civilian vacancy reports, attrition reports, and retirement lists.

Health & Safety

The goal of the health and safety portfolio will be to create an environment at the Surrey PD where every single person takes personal responsibility for occupational safety and health. The Health and Safety Coordinator will be responsible for coordinating the occupational safety and health training intended to deal with WorkSafeBC regulations and officer safety issues. Moreover, this position will coordinate annual hearing and gas mask fitting tests. This portfolio will be the responsibility of one civilian employee.

Professional Standards Section

The Professional Standards Section (PSS) will investigate allegations of misconduct by members of the Surrey PD. The mandate of PSS will be to preserve the integrity of the department by ensuring, on behalf of the Chief Constable, that the conduct of Surrey PD members is beyond reproach. Under the *BC Police Act*, PSS will be required to conduct investigations of alleged misconduct in a fair, impartial, and transparent manner. Additionally, Discipline Authority writers will be responsible for writing the final disciplinary decision once the professional standards investigation is complete. Finally, an Alternate Resolution portfolio will be responsible for resolving less serious complaints through informal means, when possible. The staffing of this Section has been scaled in reference to the VPD Professional Standards Section, taking into account the smaller size of the Surrey PD. It will consist of two inspectors (one Inspector in Charge and one Discipline Authority Inspector) and ten sergeants, for a total staffing level of 12 sworn members.

Planning & Research Section

Planning and research sections are a critical component of best-practice police departments. The Surrey PD Planning & Research Section will be comprised of a blend of sworn and civilian expertise. The Section will be involved in many major initiatives and will maintain a close reporting relationship with the Executive.

Specifically, the responsibilities will include strategic research and analysis in support of organizational and operational planning initiatives. In accordance with the initiatives and objectives set by the Office of the Chief Constable, the Section will conduct major policy-related research projects while ensuring departmental alignment with the Strategic Plan. This will involve analyzing data, evaluating findings, writing reports, formulating recommendations, and presenting the results. Policy reports will be driven by internal and external requests or proposals for policy changes. Similarly, the research work will be driven primarily by departmental demands and research requests. This will include, but will not be limited to, policy evaluation, report drafting consultation, report review and editing, and participation in working groups. Finally, the Section will provide independent and objective consulting services designed to improve operations and add value for management. The Section will perform internal audits, management reviews, strategic research, and business analysis projects.

In order to provide capacity for future staffing assessments and organizational reviews within the new Surrey PD, it is recommended that an additional civilian analyst be added to the current staff of Surrey's Planning & Research Section. The total staffing for this Section will consist of one civilian director, one sergeant, three civilian analysts and advisors, and three constables.

Finance Section

The Finance Section will ensure that the Surrey PD's financial resources are managed efficiently and effectively. Finance will be responsible for long-term financial planning, policy development and improved fiscal management. The members of the Finance Section will oversee the budget, financial reporting and analysis, accounting operations, and financial administration. They will also assist managers with managing their financial resources and provide support in the use of the enterprise resource planning system. This system is used for financial reporting, payroll administration and human resources administration.

All staff working in the Finance Section will have specialized training and position-related education and certification. There has been no indication that the current staffing level in the Finance Section supporting the Surrey RCMP is inadequate. Therefore, the Surrey PD Finance Section will remain staffed with one manager and seven finance specialists. This staffing is comparable to the VPD Finance Section and would be appropriate for an organization with the size and budget of the Surrey PD.

Payroll Team

Within the Finance Section, the Payroll Team will provide payroll services in a reliable, accurate, and timely manner. Additionally, Payroll Team clerks will process and reconcile employee information records related to terminations, WorkSafeBC claims/payments, medium and long term disability, and time banks and allotments. They will perform calculations for pay and deductions as required and process employee information records for hires, rehires, retirements, re-assignments, employee status changes, promotions, demotions, re-classifications, and various leaves. This team will be led by one civilian supervisor and four full time clerks, which will make for a total of five employees. This staffing is proportionate to that of the VPD Payroll Unit once the size of the Surrey PD is accounted for.

Asset Management Team

The Asset Management Team's mandate will include performing inventory control and distribution of all uniform equipment; sourcing and procuring equipment, materials, and uniform items; and coordinating shipping and receiving activities for the department. Their function will be to support the Surrey PD in all matters of logistics, supply, equipping, procurement, and product research (and on occasion, development). This team will also be responsible for the logistics of moving materials between the various Surrey PD buildings as well as organizing outgoing and incoming mail and parcels. Staffing will remain at six full-time and two part-time civilian staff members. The team will continue to function in the same manner as it did under the Surrey RCMP. The team will report to an asset manager.

Information Management Section

The Information Management Section (IMS) will be led by a senior-level civilian manager who will be supported by a civilian administrative assistant. This Section will house the majority of all civilian staff within the Surrey PD. These staff members will be primarily responsible for managing and administering the police information databases, physical assets, and IT infrastructure of the Surrey PD.

CPIC Management Unit

The CPIC Management Unit will house a pool of clerks who perform a variety of tasks. Some clerks will be responsible for adding, removing, and maintaining court documents on the CPIC system. This will include warrants, appeal documents, bail orders, probation orders, civil orders, driving prohibitions, and firearm prohibitions. Some clerks will be responsible for the creation, maintenance, and destruction of all local criminal record files. They will also upload charging and sentencing information to CPIC, which represents each offender's official criminal record history.

These clerks will also coordinate all submissions to the national biometric-based criminal record database (i.e. FPS files) held by the RCMP Canadian Criminal Real Time Identification Services (CCRTIS) in Ottawa. Additionally, some clerks will be responsible for quickly ensuring that police reports submitted by frontline officers are accurate and then uploading them into PRIME. Transcription is necessary because several PRIME functionalities such as address validation, indexing verification, and the Master Name Index are not available to operational police officers who complete their reports using the Mobile Report Entry (MRE) environment.

The Unit will also handle sending, disseminating, and responding to inter-agency CPIC messages, including warrant confirmations, next-of-kin notification requests, offline search requests, Be-On-the-Lookout-For (BOLF) bulletins, general broadcasts, assistance requests, record clearance checks, and other unsolicited messages. Finally, records and case files submitted to PRIME will be quality controlled in order to verify that they meet Surrey PD, PRIME-BC, and Statistics Canada standards, including Uniform Crime Reporting (UCR) coding rules and Master Name Index rules. Staffing in this important unit will consist of 50 civilian staff members who will continue to provide 24/7 coverage and will continue to operate in the same manner as they did under the Surrey RCMP.

Audio Transcription Team

The Audio Transcription Team will transcribe audio recordings for all Surrey PD investigators. This will include primarily audio-recorded interviews (including photo-pack lineups, witness statements, and suspect interviews), 9-1-1 calls (especially for domestic violence cases), and radio dispatch communications. Staffing will remain at 12 civilian positions and will continue to function in the same manner as it did under the Surrey RCMP.

Court Services Unit

The Court Services Unit will house most of the functions required to ensure proper Crown Counsel disclosure, court liaison, and the administration of the property office. These functions have been grouped together as they are all linked to the court system or apprehension of individuals. The unit will be led by a manager and will house the administrative clerk that aids the three teams found within the unit.

Crown Liaison Team

Within the Court Services Unit, the Crown Liaison Team will facilitate the transfer of information between police officers and Crown Counsel or other criminal justice agencies. It will support sworn officers through the charge assessment and charge approval process, from the submission of the initial Report to Crown Counsel (RTCC) to the processing of follow-up information to address Crown Counsel Queries (CCQ).

All information and written correspondence going to or coming from Crown Counsel will be processed and documented by the team. This team will also be responsible for serving subpoenas and notifying members if they are required for court. Staffing will remain at nine civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP.

Disclosure Team

Also within the Court Services Unit, the Disclosure Team will process all routine requests for information and police reports that come from insurance companies, adjusters, enforcement agencies, and other government agencies. The clerks will be responsible for ensuring that all information is accurate, vetted adequately, and released in accordance with the applicable departmental policies and *Freedom of Information and Protection of Privacy Act* (FOIPPA) legislation. Staffing will remain at five civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP.

Property Office Team

As the third and final team within the Court Services Unit, the Property Office Team will be responsible for the storage, documentation, and ultimately the disposal of all found property and evidence exhibits that come into police possession. Various property items ranging from illicit drugs and firearms to personal wallets, cash, and identification will be handled or disposed of in accordance with various federal and provincial legislation, as well as Surrey PD policies and procedures. Staffing will remain at six civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP.

Public Services Team

The Public Services Team will be responsible for staffing the front counters at Surrey PD Headquarters and five District sub-stations, providing fingerprinting services, and processing criminal record checks as required for volunteer organizations and certain employers. These staff will continue to work out of the existing six buildings and will be the key points of contact between Surrey PD and many Surrey citizens. Staffing will remain at 16 civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP.

Information & Privacy Team

The Information & Privacy Team will perform key major functions related to three main areas: access requests, disclosure requests, and civil court orders. Access requests are formal requests for information under the *Freedom of Information and Protection of Privacy Act*. By law, requestors are granted significant rights of access to records, and rights to demand a fair and accurate response.

Disclosure requests are non-routine requests outside of formal Freedom of Information (FOI) requests and typically come from other public bodies, federal agencies, foreign agencies, and other organizations. These positions will conduct intake; correspond with lawyers; research and compile records responsive to a court order; review, redact, compile the disclosure package; and release records. Formal FOI requests must be processed within a standard timeline of 30 working days. This new Information & Privacy Team will consist of four civilian staff members, including one manager who should have formal legal training and ideally would be eligible to practice as a lawyer.

Information & Technology Team

The Information & Technology Team (ITT) will manage all computing infrastructure for the Surrey PD, will be involved in all projects related to electronic storage and retrieval of information, and will manage the department's interfaces with external technological systems. Staff in the ITT will be responsible for a number of different portfolios. Staff will be assigned to responding to requests for technical assistance (help desk), ensuring IT infrastructure is up-to-date and maintained, managing projects and developing solutions to assist other staff at the Surrey PD, and providing network security.

The Surrey PD's ITT will consist of 15 civilian staff. This staffing accounts for the existing 11 City of Surrey staff assigned to assist the Surrey RCMP and an additional four staff to assist in the transition and provide ongoing support to the Surrey PD. These additional resources will consist of an IT project manager, one additional network specialist, one IT infrastructure specialist, and one additional technical specialist.

For more information on the IT transition, see Chapter 9.

Fleet Management Team

The Fleet Management Team will work to procure, outfit, and maintain the Surrey PD's fleet of vehicles. The team will ensure that all fleet vehicles are properly maintained and accounted for. The team will make recommendations, establish policies, and implement procedures pertaining to the purchase, operation, maintenance, repair, safety, and disposal of all fleet vehicles and associated equipment. Staffing will remain at six full-time and two part-time civilian positions. The team will continue to function in the same manner as it did under the Surrey RCMP. However, a new full-time fleet manager position will be created to oversee the Surrey PD's strategic fleet plan and make significant procurement-related decisions around the police fleet.

Facilities Management Team

The Facilities Management Team will be responsible for maintaining and managing the various buildings occupied by Surrey PD. Its mission will be to provide and maintain a safe, secure, cost-efficient, and suitable physical workplace for Surrey PD employees. This team will consist of one civilian manager who will manage ongoing facilities projects at the Surrey PD and will coordinate the Surrey PD's long-term facility plans.

PRIME Liaison Team

The PRIME Liaison Team will be responsible for representing the Surrey PD on the various PRIME-BC working groups and committees. This team will also be tasked with ensuring that all Surrey PD employees are provided in a timely manner with operational and policy updates related to the PRIME system. This team will consist of one sergeant. The operational experience of an experienced sworn officer will add value to discussions that relate to operational issues surrounding the PRIME system.

OFFICE OF THE CHIEF CONSTABLE AND POLICE BOARD

The following table summarizes the proposed staffing for the Office of the Chief Constable and the Office of the Surrey Police Board.

Table 15. Proposed Staffing Model for Office of the Surrey PD Chief Constable

	Exec.	Insp.	Sgt.	Cst.	Total Sworn	Total Civilians
Office of the Chief Constable	1	1				2
<u>Public Affairs Section</u>			1	1		3
Total Staffing	1	1	1	1	4	5

In order to facilitate the function of the Surrey Police Board, one civilian administrator will be required. This position will be responsible for the administrative functions required to support police board meetings, including the organization and dissemination of communications and reports. This proposed position would make the Office of the Surrey Police Board comparable in size to that of the Vancouver Police Board.

Executive Officer

One Executive Officer will be responsible for the management and coordination of all activities in the Office of the Chief Constable. The position will provide leadership, support, and advice to sections under the Chief's Office and will ensure adequate resources are in place to facilitate the achievement of section and departmental goals. One inspector is recommended to fulfill the requirements of this position.

Public Affairs Section

The Surrey PD Public Affairs Section will be responsible for coordinating all internal communications to staff and all external communications to the public. This includes all media and public relations (conventional and social media), communications training for members, advertising, promotions, marketing, outreach, and event planning. This Section will also be responsible for providing strategic communication advice to the Chief Constable and conducting regular press conferences.

This Section will be almost comparable in size to the VPD Public Affairs Section. The sworn staffing in this Section will consist of one sergeant and one constable to conduct press conferences. This Section will also continue to rely on the existing Media Liaison Coordinator and Media Designer to ensure professional, polished communication with the media and public. The Section will be led by a civilian director with public affairs experience.

Analytical Capacity

Fortunately, the City of Surrey currently provides to the Surrey RCMP a pool of experienced and trained crime analysts. All these civilian positions will transition over to the new police department. These positions are accounted for in the proposed staffing model, under the Analysis and Investigations Support Section. There will be no new cost or staffing requirements for Surrey PD. Of note, however, the RCMP technical and analytical support infrastructure will no longer be available after the transition to Surrey PD. There will be a need for Surrey PD to develop an internal technical capacity that can replace and build on the RCMP's corporate-level analytical infrastructure currently in place.

In order to support both patrol operations and investigative analysis, the Surrey PD will require a geospatial analysis infrastructure, some investigative data-mining capacity, and intelligence analysis tools that can interrogate a region-wide data warehouse. These technical and analytical components are critical to the work of crime analysts and, therefore, will need to be available subsequent to the transition from Surrey RCMP to Surrey PD. Analytic capacity within these main categories is widely considered the minimum best-practice industry standard for most metropolitan police departments.¹¹² Closely tied to the use of advanced geospatial analytics is the potential application of crime forecasting (predictive policing), which can greatly enhance property crime reduction strategies. These analytic techniques leverage various criminological research theories such as repeat victimology, geographic profiling, and routine activities theory.¹¹³ By identifying potential crime hot spots and persons of interest, analysts can guide police resources towards specific targets and locations to help prevent crime before it happens. This is a hallmark of intelligence-led policing based on advanced data analytics.¹¹⁴

C.R.I.M.E. Analytics

To circumvent the steep learning curve, financial costs, and execution risks involved in developing in-house an entirely self-contained suite of analytic solutions, Surrey PD could rely on a staged approach. For the purposes of the transition from Surrey RCMP to Surrey PD, it would make sense if Surrey PD participated in the provincial Consolidated Records Intelligence Mining Environment (C.R.I.M.E.) platform, a system currently employed by every municipal police service in BC, which facilitates crime and intelligence analysis sharing at a regional and provincial level. In addition to the VPD, the C.R.I.M.E. system is also used by eight other police agencies in BC.

¹¹² Ratcliffe, J. H. (2016). *Intelligence-Led Policing* (2nd ed.). London: Routledge Publishing.

¹¹³ Fox, B. H. & Farrington, D. P. (2016). Behavioral Consistency Among Serial Burglars: Evaluating Offense Style Specialization Using Three Analytical Approaches. *Crime & Delinquency*, 62(9), 1123-1158.

¹¹⁴ Prox, R. G. & Griffiths, C. T. (2015). Introduction to the Special Issue: Intelligence-Led Policing. *Police Practice & Research*, 16(2), 99-107.

The C.R.I.M.E. system was implemented in partnership with other independent police departments in an attempt to improve crime analytics at a regional and provincial level by removing information silos that can slow down and are detrimental to police investigations. C.R.I.M.E. is an integrated crime analysis infrastructure maintained by the VPD and provided to law enforcement partners on a cost-recovery basis. This platform will allow Surrey PD to obtain all the specialized technical IT capabilities its crime analysts require through the same service level agreement already used by every independent police service in BC. This collective integrated approach minimizes the footprint on the local IT infrastructure due to the leveraging of VPD computational capabilities.

The C.R.I.M.E. data warehouse holds in a centralized location the totality of police information available from all police departments in BC. This enables police departments to remotely access multiple software platforms, including self-serve mapping applications and other advanced analysis tools. The C.R.I.M.E. system has a proven track record, has been instrumental to the success of several police investigations, and has been widely credited with the early identification and apprehension of some of the worst, most dangerous offenders operating in the Metro Vancouver area.

At its core, the C.R.I.M.E. system combines GIS mapping capabilities plus spatial, temporal and linkage analysis functions. The system is designed to help crime analysts make sense of person and location-related data. This total systems approach to data analytics and evidence-based policing enables geographic data to seamlessly integrate with offender data and a myriad of other datasets to identify suspects, predatory behavior, resource inefficiencies, and victimology patterns.

The pricing scheme for independent municipal police departments who wish to participate in the C.R.I.M.E. system is based strictly on a cost-recovery basis. The fee structure reflects on a prorated basis the costs incurred by the VPD to maintain and upgrade the C.R.I.M.E. system on behalf of client agencies. These costs relate to hardware purchases, data storage, technical support, and server maintenance costs.

Future Analytical Capacity

Once established and operational, the Surrey PD could launch a project to design and implement a self-contained in-house analytical solution. Based on the experience of VPD and other police organizations who developed similarly robust analytical support systems, such a project would probably span many years of development, would require the input of dozens of stakeholders, would probably be very costly, would involve complex procurement processes, and would require overcoming significant technical risks and challenges. A realistic timeline to create an in-house replacement analytic capacity from inception to the production environment at the Surrey PD would likely fall in the range of 4-6 years.

Another natural future extension at Surrey PD would be the eventual development of a crime data dashboard similar to the GeoDASH portal currently employed by VPD. GeoDASH is a Web-based application that allows non-technical users to access the underlying C.R.I.M.E. data in an intuitive user-friendly interface.

It expands accessibility to crime data and sophisticated analysis tools across an array of mobile platforms and users (including frontline officers and members of the public).¹¹⁵ Patrol officers can leverage the interface to view recent crime events prior to heading out on their beat. Maps, reports and recommendations can be easily generated directly on every laptop within police cars. Importantly, the latest police data is pulled from the C.R.I.M.E. database almost in real-time. The result is an integrated analytical environment that can be used to identify crime patterns and trends in a way that supports a quick and targeted approach to crime control.

For example, the VPD's GeoDASH implementation allows patrol officers to perform queries from their police cars to see what is happening in a specific geographic zone at any given time. Users are also able to track crime patterns and crime movements by type of crime and over different timeframes. Custom data layers can also be created to represent, for example, chronic offenders, gang or organized crime activity, stolen and recovered vehicles, traffic camera locations, the transit system, and halfway houses. Analysis tools embedded within GeoDASH allow users to ask questions paramount to prioritizing enforcement activities such as: Where are known offenders located? What is the proximity of the crime to property offender residences? What is the greatest area of risk? Similar to the widely-used Google Map online application, GeoDASH users can toggle between a street grid view and an aerial view that shows actual environmental features.

Tightly integrated with the GeoDASH platform available to frontline officers via their mobile data terminal (laptop) is the VPD's crime forecasting or predictive policing application. The deployment of the predictive policing system currently used by VPD at the Surrey PD would necessitate IT upgrades and some customization. However, the system was designed to be scalable and forms part of the larger Metro Vancouver service delivery model that VPD is ready to offer to its municipal police partners. Importantly, the basic fee to participate in the C.R.I.M.E. system does not include the GeoDASH predictive policing system. Given the potential scope and complexity of the project, a more detailed analysis and a proper project implementation plan would first need to be drafted before the costs can be estimated.

Options for Specialty Teams

The Surrey RCMP currently contributes staffing to and utilizes the services of five integrated teams that provide highly specialized police services in Surrey. These integrated services also support other RCMP and some participating independent municipal police agencies in the Lower Mainland.

The proposed model of the Surrey PD recommends maintaining the services of the five integrated teams (Option A). However, additional options exist. This sub-section outlines alternative service delivery options, including creating standalone Surrey PD units (Option B) or contracting the VPD to provide specialty teams as a service (Option C). The potential also exists for municipal integrated regional collaboration, though further discussion would be required.

It should be noted that the Surrey PD would not need to follow the same plan for all of its specialized teams. However, some natural synergies exist within these teams. For example, homicide investigations typically rely heavily on forensic services during the investigation, as such it would be prudent for these two functions to both be standalone or integrated.

¹¹⁵ Members of the public have access to anonymized data in GeoDASH.

Option A: Remain with the Five Integrated Teams (Recommended Option)

The five integrated teams currently provide service in some of the most technical and costly areas of policing in Surrey. Maintaining the services of the existing integrated teams would provide a consistent level of service in these highly specialized and integral support areas, while preventing the need to acquire costly specialized facilities and equipment, such as equipment required to support the forensic teams and the emergency response teams. Additionally, there is a significant level of specialized expertise and costly training required for each of these five integrated teams.

The continued use of the five integrated teams provides consistency and the most cost-effective transition of these highly specialized policing functions for the Surrey PD, and, as such, is the option recommended by the Technical Assistance Team. It is estimated that the cost of remaining with all five integrated teams would be approximately **\$18.7 million** per year.

Option B: Standalone Specialized Surrey PD Teams

The Surrey PD also has the option of incorporating each of the functions of the integrated teams into the Surrey PD. In addition to staffing considerations, there will need to be significant expenditures in facilities, equipment, and training, as these areas all utilize significant amounts of specialized equipment and are highly technical. Additionally, functions such as canine teams would require specialized dog kennel facilities. A description of how these functions would be staffed follows below.

Emergency Response Team

A stand-alone Emergency Response Team for the Surrey PD would require four teams to provide 24/7 coverage. Each team would be comprised of one sergeant and seven constables. This staffing is the minimum requirement for an emergency response team as each officer within the team has a specific tactical role and responsibility during high-risk incidents. In addition to these teams, there are ancillary support functions which are required to sustain a modern, properly functioning Emergency Response Team. One such function would involve a Surrey PD Training Coordinator position. Emergency response teams utilize a variety of specialized tactics, tools and equipment, which require specialized training. For example, emergency response teams are often called upon to provide high-angle rescues. In other words, they are required to rappel off bridges or on the sides of buildings to rescue individuals, many of whom suffer from mental health crises and are therefore highly volatile and unpredictable. Additionally, emergency response teams require the use of negotiators. The preferred outcome of any situation involving hostages, people suffering mental health crises, or barricaded suspects is to avoid any use of force and resolve these dangerous situations peacefully.

As such, a Surrey PD Negotiator Coordinator would also be required. In total, this means that a standalone Surrey PD Emergency Response Team would require a total of 34 sworn positions. Other budgetary impacts, besides this operational staffing, would include ongoing training and specialized equipment costs.

Canine Team

In order for the Surrey PD to have its own standalone Canine Team, it would require dog handlers, trainers, and a kennel attendant. In addition, there would be a requirement for a dog kennel and training facilities. To facilitate the effective deployment of a Surrey PD Canine Team, 24/7 coverage would be required. There should also be enough canine units deployed during peak call load times to maintain a timely response. With eight dog handlers divided into two sides to match the patrol schedule (e.g. Odd and Even), it would be possible for Surrey PD to deploy at least two units during certain times. Two trainers would also be required to provide adequate training for both sides, as police service dog deployments are inherently a high-risk and high-liability activity. Moreover, there are stringent provincial standards regarding the deployment and training of police service dogs, including weekly training requirements.¹¹⁶

Homicide Team

Surrey homicide investigations could possibly be absorbed into the Surrey PD with the addition of two investigative teams and additional civilian support staff. Using the VPD's homicide investigator staffing model as a reference, it would be expected that two teams of seven investigators and one sergeant each would be able to effectively handle Surrey homicide investigations on behalf of the Surrey PD. As robust surveillance staffing is already being recommended as part of the proposed operating model for Surrey PD, it should be possible to meet the surveillance needs of these homicide teams within the proposed Surrey PD staffing model. In addition to homicide investigators, one crime analyst and two investigative assistants would provide analytical and administrative assistance.

Forensics Team

The forensic services provided by the Integrated Forensic Identification Services (IFIS) include forensic video, forensic identification, and tool-mark identification experts. Replacing this team would necessitate the addition of three forensic teams: one for forensic video work and two dedicated to the forensic examination of crime scene evidence.

Using the VPD's forensic services as a reference and taking into account the relative number of investigators proposed in the Surrey PD operating model, these forensics teams could plausibly have: six forensic video analysts supervised by one sergeant in the Forensic Video Team, and 20 constables and three tool-mark analysts supervised by two sergeants in two Forensic Identification Teams. In addition, these highly specialized positions would require ongoing specialized training to ensure that the forensic techniques utilized remain up-to-date, can successfully support criminal investigations, and can withstand court scrutiny. Finally, there will also be additional funding required to acquire the specialized facilities and equipment required by these teams.

¹¹⁶ BC Provincial Policing Standards, Section 1.4.4(4). <https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/standards/1-4-4-performance-testing-maintenance.pdf>

Collision Investigation Team

Collision Investigators would be required to respond to calls for service seven days a week, which would require two separate Surrey PD teams. Additionally, these members would need to be available for callouts to respond to serious collisions that occur when the teams are not scheduled to be on duty (e.g. in the middle of the night). Two teams of seven members and one sergeant each should allow for Surrey PD collision investigation officers to respond to multiple scenes simultaneously if needed. This would ensure that roads are not closed for prolonged periods of time when a serious collision occurs in Surrey, allowing for both better traffic flow and preservation of evidence. Total staffing for the Surrey PD Collision Investigation Team would be two sergeants and 14 constables.

Additional Management and Administration

If the Surrey PD takes over specialized functions which are currently integrated, additional management oversight and administrative support may be required. It is projected that two additional Surrey PD sections would need to be created if all five integrated services were incorporated as standalone Surrey PD teams. For example, the Emergency Response Teams and Canine Teams could form part of a new Surrey PD Emergency Response Section. An additional Surrey PD Forensic Services Section could be comprised of the Forensic Video Team, Forensic Identification Teams, and Collision Investigation Teams. Two new inspector positions and two civilian administrative clerk positions would need to be added. For their part, the Homicide Teams could be incorporated into the Major Crime Section. If only some of the integrated services were incorporated into the Surrey PD, a more detailed examination as to where the new teams would be housed at the Surrey PD would need to occur.

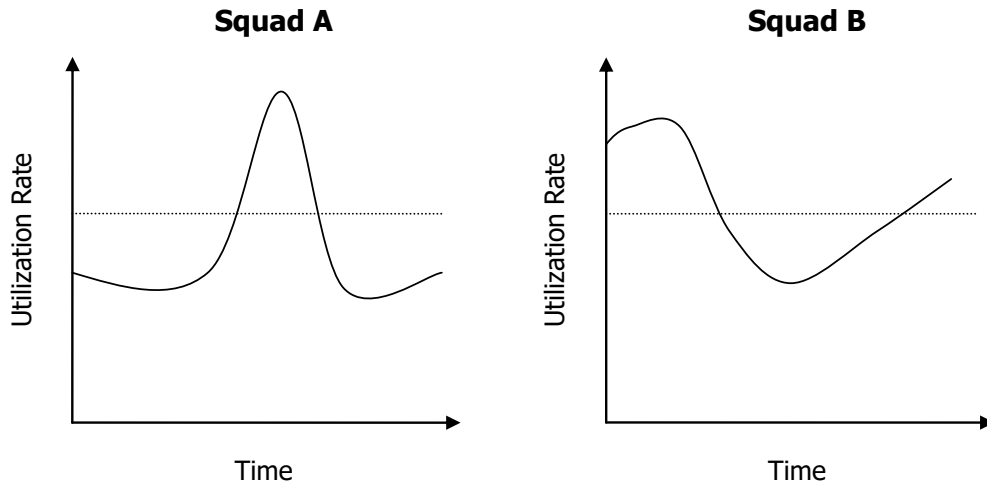
The Technical Assistance Team estimates the cost of these standalone units would necessitate initial one-time costs of \$13.3 million. This is primarily due to the need to purchase specialized forensic services and emergency response team equipment, as well as facilities for the forensic services and canine teams.

The estimated annual operating costs are approximately \$23.2 million. However, this figure could increase depending on the complexity and number of incidents that these teams need to respond to. Homicides can consume considerable additional resources depending on the details and complexity of the investigation. Similarly, incidents requiring emergency response teams and canine units can be very costly if they are protracted events.

Option C: Specialized Teams as a Service

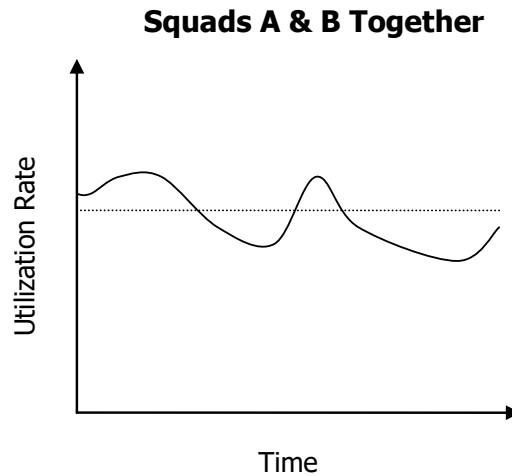
As mentioned previously, costs to a department can increase depending on the complexity and number of incidents that occur. For crimes such as homicides, it is difficult to staff for exactly how many will occur in any given year as often times cities experience fluctuations in their homicide rates. However, when examining a region as opposed to one city this fluctuation is typically smaller. A similar phenomenon occurs when looking at the requirement for police service dogs or emergency response teams. In any given hour on any given day there is a fluctuating number of calls requiring this specialized response. When these fluctuations occur, it is likely that a level of over or under staffing occurs. Figure 12 below is a graphical representation of this fluctuation in workload over time.

Figure 12. Utilization of Two Specialized Teams Without Coordination



However, when the workloads of groups are combined the fluctuations are reduced as the likelihood of peaks occurring at the same time in multiple areas (in this case Vancouver and Surrey) is lower than the likelihood of a peak occurring in one area. This concept is typically referred to as risk pooling and is commonly utilized in insurance, large scale retail, and health industries. And in fact, the proposed Surrey PD model already implements risk pooling through the use of the Metro Teams. The risk pooled utilization of squad A and B (seen in figure above) is shown in Figure 13 below.

Figure 13. Utilization of Two Squads with Coordination



Another option for Surrey PD to address the services provided by the five integrated teams is to contract these services from the VPD thus leveraging the VPD’s existing infrastructure and foundations. The VPD has a standalone self-contained Emergency Response Team, Canine Unit, Homicide Unit, Forensic Video Unit, Forensic Identification Unit, and Collision Investigation Unit. These VPD resources could replace the integrated teams currently in-place in Surrey, subject to an arrangement where Surrey would pay an annual cost-recovery fee to the VPD.

Efficiencies would be obtained by this joint model through two mechanisms. First, economies of scale would be obtained because there would be no need to pay more than once for certain fixed costs like specialized equipment and facilities. Secondly, workload in both Surrey and Vancouver would benefit from risk pooling as mentioned above.

Based on a preliminary first estimate by the Technical Assistance Team, services to replace the five integrated teams could cost approximately \$22.7 million. The exact details and costs of this arrangement would need to be determined through further study and a negotiated MOU between the Surrey PD and the VPD.

Summary of Options

There are three options for the Surrey PD to provide collision reconstruction, forensic, homicide investigation, canine, and emergency response services. These include: the recommended option of utilizing the existing integrated teams (Option A), having all five functions integrated within the Surrey PD (Option B), or engaging in an agreement with the VPD for the VPD to provide these services to the Surrey PD (Option C). The costs of these options are summarized below:

Table 16. Options for Specialty Teams

	2021 Estimated Cost (\$ in millions)		
	Option A	Option B	Option C
Option A: Remain with Integrated Teams	18.7		
Option B: Standalone Specialty Teams		23.2	
Option C: Contract to VPD			22.7
Total Annual Operating Costs	\$18.7	\$23.2	\$22.7
One-Time Costs	-	\$13.3	-

The existing integrated teams are expected to be associated with an annual cost of \$18.7 million, compared to the estimated cost of \$23.3 million for equivalent standalone teams at the Surrey PD. The Technical Assistance Team estimates that a joint fee-for-service agreement between Surrey and Vancouver could be achieved at an annual cost of approximately \$22.7 million, subject to negotiation via an MOU. This is a first approximation of how a mutually beneficial relationship between Surrey and Vancouver might look. This fee accounts for bolstered VPD staffing and equipment in order to accommodate Surrey’s caseload in the impacted teams. However, this financial estimate also allows for the fact that economies of scale and synergies would be achieved by cooperating and working together.

Other Synergies with VPD

Effective policing in the Metro Vancouver area is highly dependent on cooperation between police agencies. The creation of another large urban municipal department like the Surrey PD may provide additional opportunities for assets to be leveraged or services to be shared with the VPD in a synergistic manner that results in mutual cost efficiencies.

Synergies are most often considered in the context of discussions regarding staffing levels and operational costs. Potential opportunities exist for the Surrey PD to reduce costs and increase operational efficiencies through shared services with other police agencies in the region. Efficiency gains would benefit not only the Surrey PD but also the VPD and City of Vancouver.

As the largest municipal police department in BC, the VPD currently hosts and performs several specialty functions that could be leveraged by the Surrey PD, particularly in the short term as the Surrey PD builds its operational, investigative, and administrative capacity. The VPD already provides extensive specialized advice in a number of areas to other jurisdictions. Of course, any shared service model between the VPD and Surrey PD will require a more comprehensive examination of staffing levels and workload capacity to confirm specifically how VPD specialty units would be impacted. In the meantime, however, the Surrey PD could explore potential cost-sharing and information-sharing arrangements with the VPD in the following areas.

Tactical Training

The VPD conducts its tactical training primarily out of the Tactical Training Centre (TTC), a state-of-the-art facility operated by the City of Vancouver and staffed with full-time VPD officers. In addition to the VPD, other police and law enforcement agencies currently rent training space at the TTC and buy training ammunition from the City of Vancouver. The use of the TTC by the Surrey PD would entail a potential extension of its hours of operation, which would require additional staff. However, both VPD and Surrey PD members would benefit from longer hours of operation at the TTC because it would allow them to use the range and other training facilities more easily, for example in the evening, at night, or during the weekend. Additionally, the TTC is significantly closer to Surrey than the Pacific Region Training Centre in Chilliwack.

Expanded shared use of the TTC may also entail a future review of an ammunition purchasing sharing agreement. Ammunition costs generally continue to increase due to the rising costs of metal components. Sharing the TTC on a regular basis with another relatively large police agency such as the Surrey PD could provide the City of Vancouver with additional purchasing power on the ammunition market, resulting in probable cost savings from additional bulk purchases.

Public Order Training

Potential training synergies can also be established in the area of public order, as the Surrey PD will be required to establish its own part-time public order group to manage crowds, maintain peace, and provide safety at the multitude of planned and unplanned events that take place throughout the City of Surrey. The VPD has developed considerable subject matter expertise in the area of public order. This expertise was gained by adhering to best practices learned from other western policing jurisdictions, most notably from the United Kingdom. It was also reinforced by major events such as the 2010 Olympic Games and the unsuccessful Vancouver Canucks run during the 2011 Stanley Cup Finals.

Ongoing public order training could be provided to the Surrey PD through a shared services model with the VPD. Furthermore, specialty public order resources possessed by the VPD could potentially be loaned out to the Surrey PD to help plan large-scale events in the city of Surrey. Any public order training and resource loan-out considerations would likely impact workload in the VPD's Major Event and Public Safety Unit as well as in other specialty units that perform key public order functions (e.g. the Mounted Unit, Canine Unit, Marine Unit). However, these costs could be recovered by the VPD on a pay-as-you-go or cost-sharing basis. This means Surrey PD would not need to keep training or accumulating public order resources simply to have them on standby most of the time.

Other Training

In addition to tactical training, there are several other training components provided in-house by the VPD that could also be offered or provided to Surrey PD officers on a cost recovery basis. While the Surrey PD will certainly be required to develop their own robust Training Team to satisfy training requirements mandated by the Provincial Policing Standards, various aspects of legal, leadership, and information management training as well as topical issues such as respectful workplace, mental resiliency, and cultural sensitivity training could all potentially be provided to Surrey PD officers through a training curriculum and training platform shared with the VPD.

Event & Emergency Planning

As with public order, potential synergies exist in the area of event planning. The VPD possesses an Emergency & Operational Planning Section (EOPS) which engages in robust event planning processes based on best practices gained from other western policing jurisdictions and based on various lessons learned from past large-scale events such as the 2010 Olympic Games and the 2011 Stanley Cup Finals. There are several planned and unplanned public events that take place throughout the city of Surrey. VPD staff in EOPS could provide direct guidance to the Surrey PD around how to effectively plan and police these events. The VPD's contribution could range from sharing knowledge on best practices and lessons learned to sharing templates, operational plans, policies, scheduling processes, and so forth.

Conversely, opportunities exist for the Surrey PD and other police agencies throughout the region to work jointly with VPD and create regional plans for the policing of large-scale events such as the Celebration of Light, Stanley Cup playoffs, and other high-profile regional events. Though these events often converge to Vancouver officially, their size and magnitude create a spillover effect that impacts neighbouring jurisdictions. For example, there are numerous associated disorder issues on Metro Vancouver transit lines as large crowds travel across jurisdictions during these large events. Accordingly, regional event planning collaboration can help control and mitigate disorder issues and maintain public safety.

At VPD, EOPS also works to prepare the Department for emergencies and disasters. As with the event planning function, an opportunity exists for the VPD to collaborate with the Surrey PD in the area of emergency planning, particularly considering that a large natural disaster such as an earthquake would impact the entire region and make regional coordination essential. The VPD could share its emergency planning expertise and experience with the Surrey PD, along with police-specific emergency plans that have been developed to account for various scenarios in the event of an emergency or disaster.

Specialized Investigative Support

The potential exists for the VPD to synergize specialized investigative support functions with the Surrey PD, both for shorter project-based initiatives and for longer-term considerations. The VPD has highly specialized investigative and investigative support units. Most smaller agencies are typically unable to develop or support this type of investigative expertise or specialized training due to their size. Several investigative and investigative support units at the VPD have provided their services outside Vancouver when requested by other agencies. Most of these services pertain to investigative follow-up advice or expertise for more serious or complicated offences, including homicides, child exploitation, gang violence, and so forth.

While the Surrey PD will certainly develop its own robust operational, investigative, and investigative support areas, the Technical Assistance Team outlined an option for the VPD to provide contracted policing to the Surrey PD in five major integrated services: Homicide Investigation, Forensic Identification, Collision Investigation, Canine Support, and Emergency Response. In addition to those potential five areas, other investigative support functions could potentially be shared with the VPD, particularly those that necessitate advanced equipment or technology such as wiretap services. Rather than incurring the cost of establishing the same wiretap infrastructure, it would potentially more efficient for the Surrey PD to leverage the VPD's existing covert intercept services.

The other surveillance resources that could be leveraged by the Surrey PD include the VPD's existing six highly trained surveillance teams. These surveillance teams provide a critical support service to VPD investigative units that conduct major criminal investigations. As these major criminal investigations often require collaboration with other police agencies, there is significant potential to leverage surveillance resources between the VPD and Surrey PD through regional collaborative efforts. This includes potential training synergies.

Cybercrime

Cybercrime is an emerging trend that challenges the traditional skills, capacities, roles, and response patterns of policing. The need for Canadian police to combat cybercrime was highlighted by the Canadian Association of Chiefs of Police (CACCP) in 2016. The increasing volume and complexity of cybercrime has been a significant and growing challenge facing the VPD and the Surrey PD will be expected to tackle the same challenges going forward.

Given the relatively new and growing nature of cybercrime, the opportunity exists for the VPD and Surrey PD to work collaboratively in order to synergize resources and tackle this increasingly significant issue in a joint, coordinated manner. The VPD recently established a full-time unit dedicated to combatting cybercrime. Given the rapidly increasing rate of cyber offences, there will be an ongoing need to expand this unit. Further examination will be required to determine a potential shared services model between the VPD and Surrey PD to combat cybercrime, including determining required immediate and future resources, along with training and equipment needs.

Commercial Vehicle Enforcement

Other potential synergies between the VPD and Surrey PD exist in relation to commercial vehicle enforcement. The VPD currently works closely with other police agencies and the Provincial Commercial Vehicle Safety Enforcement Unit to conduct commercial vehicle inspections with the goal of increasing road safety and protecting public health, the environment, and transportation infrastructure. A total of 852 commercial vehicle inspections were conducted jointly in 2018, resulting in 321 violation tickets being issued and 339 commercial vehicles taken out of service for mechanical reasons. The Surrey PD could potentially develop a formal partnership with the VPD Commercial Vehicle Unit for the inspection of commercial vehicles in collaboration with other partner agencies.

Research & Policy

While it is recommended that the Surrey PD establish its own in-house organizational Planning, Research, Policy, and Audit Section, the potential exists for the Surrey PD to leverage existing resources or services provided by the VPD Planning, Research & Audit (PR&A) Section. The PR&A Section has access to a host of established planning, research, and policy processes and templates that could be shared with or provided to the Surrey PD. For example, PR&A maintains and manages the VPD's Regulations & Procedures Manual as well as the VPD's strategic business planning and performance monitoring processes, all of which could be leveraged directly by the Surrey PD as it works to develop its own planning, research, policy, and audit capacities.

Furthermore, the potential exists for VPD and Surrey PD staff to formally work together on certain policing research and program evaluation projects, in order to advance policing practices across both organizations.

Youth and Community Engagement Programs

Potential synergies between the VPD and Surrey PD also exist in the area of youth programming. The VPD commits extensive resources to youth engagement, namely through innovative programming that provides positive interactions between youth and police role models in order to foster relationships, understanding, and trust among youth. Concurrently, these efforts serve to develop self-esteem and positive life skills among youth while deterring them from engaging in criminal activities, including gang involvement and drug use. Ultimately, this investment provides youth with the skills and experience to become productive members of society and future leaders in their communities. Youth engagement also serves as a valuable recruiting tool for potential future applicants. The VPD's portfolio of youth-based programming could be effectively leveraged by the Surrey PD while the potential exists for various VPD and Surrey PD stakeholders to formally collaborate during the development of innovative youth-based initiatives.

The VPD's Cadet Program is an initiative designed to teach leadership skills and increase the pool of potential VPD recruits among inner-city youth. The 24-week program is led by serving VPD officers and includes educational workshops, along with physical training, team building exercises, and life skills training such as public speaking and resume-building. Graduates of the program become mentors and peer-to-peer role models for the subsequent cohorts. A total of 343 youth have participated in the program since its inception in 2014.

Other popular ongoing youth programs such as the Student Challenge and Police Athletic League (PAL) all work to foster relationships with youth and provide role models and experiences that will set them up for long-term success. Since its inception 21 years ago, the Student Challenge has graduated upwards of 1,000 young people from diverse and multicultural backgrounds. Many youth who participate in these programs eventually enter the police officer application process and a number of them are ultimately successful. For instance, upwards of 25 alumni of the Student Challenge have gone on to work in some form of law enforcement capacity, with 18 of those being hired as VPD members.

The PAL is a youth crime prevention initiative that uses athletic, recreational, and educational programs as a tool to foster positive rapport and mutual trust between police officers and youths. The objectives of PAL are: to provide a safe and supervised environment for kids, giving them an opportunity to work with police officers, who serve as positive role models; to introduce after-school activities that are coordinated, coached and taught to local youths by police officers; to promote integrity, respect, fairness and the development of a positive self-image; to assist and encourage youths to become involved in community sports and activities; to enhance self-esteem and motivation; and, to promote the learning of successful interpersonal and other skills that help prevent youth crime. PAL operates ongoing after-school fitness initiatives involving running clubs, rugby, judo, and soccer. In addition, PAL puts on lunch hour basketball and floor hockey games pitting VPD officers against elementary school students in fun and friendly encounters. In 2018, PAL took part in a total of 30 hour lunch games against a total of 505 students in grades 6 and 7.

Gang Tackle is another popular program that brings together professional athletes, UBC Thunderbird alumni, VPD officers, and at-risk youth to play flag football in friendly yet competitive matches. These games serve to build bridges with kids who rarely talk to police or participate in school activities, and who thereby are at increased risk of falling into gang or criminal activity. This program supplements the Yo Bro / Yo Girl initiative, which reaches youth through a series of programs aimed at cultivating resiliency in at-risk youth and empowering them with the tools to avoid drug use, gang affiliation, crime, and violence. The Yo Bro / Yo Girl initiative delivered 12 curriculum-driven programs in Vancouver junior high schools in 2018. Components of the program include multiple weekly after-school mixed martial arts training sessions delivered by Joe Calendino, a former gang member and recovering addict who can speak honestly and openly about his own personal journey. A total of 25 to 30 youth participated in each session which focused on developing physical and mental strength, flexibility, and agility through a specific set of martial arts skills.

In terms of specifically targeting female youth with anti-gang messaging, the VPD works in conjunction with Odd Squad Productions on an initiative referred to as Her Time. This initiative teams female VPD officers with former female gang members and associates to deliver a presentation aimed at educating women on the risks of dating men who are involved in organized crime or drug trafficking. Aside from outlining the risks involved, the presentation works to de-glamourize or to de-mystify the supposed allure of the gang lifestyle. This program contains access to resources that will assist women with exit strategies (i.e., doctors, psychologists, career counselors, and additional law enforcement agencies).

Youth have been further engaged in recent years by the VPD in relation to topical items such as mental health and the opioid crisis. On the mental health front, the VPD has partnered with the Vancouver-Fraser Branch of the Canadian Mental Health Association (CMHA), the Vancouver School Board (VSB), and Vancouver Coastal Health (VCH) to deliver mental health awareness tools via the Here4Peers program to five high schools. A total of 172 youth facilitators in Grades 10-12 were provided with Here4Peers training in 2018. Youth facilitators delivered 38 Here4Peers workshops to a total of approximately 1,060 Grade 6-7 students. Funding was secured from the Vancouver Police Foundation (VPF) for the five-year operationalization of Here4Peers.

In terms of the opioid crisis, the VPD continues to work closely with the VSB's School Aged Children and Youth program to deliver a number of presentations to youth regarding the deadly dangers posed by fentanyl. The VPD's Youth Services Section also developed a fentanyl overdose pamphlet that has been disseminated to high school students. Further, the VPD has supported Odd Squad Productions in their development of a series of fentanyl prevention videos targeting youth. These education and awareness videos were previewed at the 2018 Odd Squad Gala followed shortly thereafter by an official media release. These videos have been screened throughout high schools in British Columbia and Winnipeg as part of drug awareness educational modules. Dr. Garth Davies of Simon Fraser University (SFU) asked the youth who participated in the screening to complete a survey and 89% of the respondents rated the drug awareness videos as either Very Good or Excellent. Late in 2018, the VPD released a new public service announcement aimed at raising awareness about the risks associated with illicit drug-use among young adults and youth who may be thinking of experimenting with drugs. The public service announcement has been shared primarily online but it has also aired on TV.

The VPD's Youth Services Section also delivered specific drug-related presentations to the NewKids program as many of these newcomer youth have never heard of fentanyl or have never come in contact with drugs and drug users in their home countries. The NewKids program is a relatively new innovation designed to help immigrant youth navigate through the transition to a new country and deter them from gang involvement and criminal behaviour by helping them develop a sense of identity and belonging. As of 2018, the program had helped 117 new immigrant and refugee youth. Numerous members from eight different sections of the VPD have contributed to the program. In addition to engaging new immigrant youth, the VPD regularly works to engage all new immigrants. The VPD's Diversity Constable attended the Immigrant Services Society of British Columbia (ISSofBC) 36 times in 2018 completing weekly workshops. Also, the VPD's Diversity & Indigenous Relations Section provided 15 general safety presentations to over 150 new immigrants and refugees in 2018.

The VPD commits ongoing extensive resources into Indigenous community-based programming. The Access, Recreation & Cultural (ARC) program focuses on educating and creating awareness among Indigenous youth around law enforcement through peer and police mentorship to avert criminal involvement. By addressing the social and cultural needs of the youth participants, the ARC program unites youth to create positive trusting relationships with police and other pro-social peers and mentors, ultimately providing experiences that change the life course of these youth participants.

The programming structure resembles the NewKids design while incorporating Indigenous cultural and traditional activities. ARC also assists in introducing Indigenous youth to the Indigenous Cadet Program. This program aims to mentor and coach Indigenous Youth aged 19 to 29 years who demonstrate a desire to become VPD officers. During their internship, the Indigenous Cadets work with VPD Fleet Services, ride along with members from various sections of the VPD, and participate in the annual Pulling Together Canoe Journey, which brings together First Nations communities, police, other public service agencies, and youth.

Several VPD members participate alongside the Indigenous Cadets in the annual 10-day canoe journey. The event pays homage to Indigenous history.¹¹⁷ The annual tradition is steeped in history and symbolism for many reasons. The canoe journey is a metaphor of unity, teamwork, strength, daunting persistence, cultural rejuvenation, and spiritual healing. The canoe itself is the single most important physical manifestation of Northwest Coast First Nations culture, combining the beauty of nature, technology, and human imagination into a “vessel of knowledge” that carries with it the knowledge of an ancient culture and the aspirations of a younger generation.¹¹⁸ Finally, the canoe technology is also a model of minimalistic efficiency and simplicity in the sense that it provides maximum sea-worthiness and boat capacity for a given amount of material. The 2018 Pulling Together Canoe Journey included participation from 14 VPD members as well as from 10 VPD youth cadets, four VPD Indigenous youth cadets, and 10 youth from the Musqueam Nation. Musqueam youth specifically are further engaged through a Youth Breakfast Club and After-School Program that focus on engaging youth in pro-social behaviours. Musqueam youth are also engaged in an annual soccer tournament. The 15th edition took place in 2018 seeing four hundred Indigenous youth playing on 40 different teams over a weekend.

BC Municipal Undercover Program

The BC Municipal Undercover Program (BCMUP) is an integrated undercover unit with full-time coordinators who manage a standardized undercover training program for municipal police officers and qualified undercover officers from BC municipal police departments. While some Surrey matters would still fall under the span of responsibility of the RCMP Undercover Unit, the Surrey PD would benefit greatly from contributing to and participating in the BCMUP. The operating model for the Surrey PD has accounted for expenditures related to the BCMUP.

¹¹⁷ SOURCE: Coast Reporter (2006). Working together with First Nations.
<https://www.coastreporter.net/news/local-news/working-together-with-first-nations-1.1181556>

¹¹⁸ SOURCE: Simon Fraser University, The Bill Reid Centre, Northwest Coast Canoes.
https://www.sfu.ca/brc/art_architecture/canoes.html

7. Community Engagement

Recognizing that Surrey residents and businesses have a substantive role to play in the prevention of and response to crime and disorder, community engagement will be a foundational component of the new Surrey PD. Police departments rely on various strategies to enhance community engagement. This includes: advertising and communication strategies that span a wide range of languages; partnering with ethnic and cultural groups in the community to co-sponsor events; actively recruiting volunteers to reflect the diversity of the community; and seeking to recruit officers who speak foreign languages and represent the diversity of the community. All these strategies will be available to Surrey PD.

Once provincial concurrence is obtained, one of the major priorities will be to conduct extensive and meaningful public consultation. This consultation will be used to inform what the community wants its police department to focus on and will form the basis of the first Surrey PD strategic plan. It is recommended that community consultation occur. However, consultation and the development of a Surrey PD strategic plan is premature prior to provincial concurrence and, accordingly, was not part of the current phase.

Once established, the Surrey PD will employ evidence-based, best practice strategies for establishing and sustaining community engagement. This chapter discusses what community engagement by the Surrey PD could look like, what community engagement can achieve in Surrey, and why it is important.

Community Policing

Overall, the proposed Surrey PD model is geared towards continuing to participate in formalized community programs through robustly sized youth and community teams as well as through an overarching organizational structure that integrates with community programs and encourages community partnerships. Furthermore, the Surrey PD will have a structure in place to allow for the review of existing community programs to determine their efficacy, identify any gaps in programming, and expand their community programming to fill these gaps.

Community policing is based on a recognition that the police cannot prevent and respond to crime on their own. The participation of community residents and agencies is needed. It is therefore important that the police be connected to, rather than separated from, the community. Community policing is an organizational strategy and philosophy based on the idea that the police and the community must work together as equal partners in order to proactively identify, prioritize, and solve problems such as crime, drugs, fear of crime, social and physical disorder, and overall neighbourhood decay.¹¹⁹

The goal is to improve the overall quality of life in the area by systematically leveraging partnerships and problem-solving techniques.¹²⁰ Within that framework, the community becomes a source of operational information and crime-control knowledge for the police.

¹¹⁹ Trojanowicz, R. and B. Bucqueroux (1998). *Community Policing: How to Get Started*, Second Edition. Cincinnati: Anderson Publishing.

¹²⁰ U.S. Department of Justice (2014). *Community Policing Defined*.
<https://www.publicsafety.gc.ca/lbrr/archives/cnmcs-plcng/cn32080-eng.pdf>

Past studies have found that community policing can increase the job satisfaction of police officers, as well as their productivity and their commitment to the organization. It can also improve relations with co-workers. In addition, officers become more knowledgeable about the communities they police and develop a more positive outlook on community residents themselves.¹²¹ Importantly, community policing involves much more than introducing new structured programs. It requires substantial changes in how police departments are organized, an expansion of the roles and responsibilities of officers, and the development of new ways to measure police performance. Within a community policing model, all police personnel (both sworn and civilian) must balance the need to maintain an effective police response to calls for service against the goal of exploring proactive initiatives aimed at preventing problems before they arise, or at least solving them before they escalate. In some jurisdictions, community policing has evolved into community-based strategic policing, a policing model that focuses on the importance of community engagement and strategic partnerships by police departments.¹²² This model of policing incorporates proactive crime prevention, enforcement-oriented crime response, and crime attack strategies.

The proposed organizational structure and deployment model of the Surrey PD fosters community policing, beginning at the management level in each of the five districts. The District Inspectors will be the primary point of contact for residents in the community. Additionally, within each district, Surrey PD facilities will be open to the public. Within these facilities, there will be a public service counter where residents of, and visitors to, Surrey can speak to civilian employees of the Surrey PD. Additionally, sworn members from the Neighbourhood Resource Team will further encourage the community to engage with the Surrey PD at these locales.

From a programming standpoint, the Surrey PD will be staffed to continue with the programs currently in place. The majority of the programs run in conjunction with the Surrey RCMP are administered and coordinated by City of Surrey staff who are assigned to work with the RCMP. The Community Services Team will house 13 civilian staff who run a variety of programs including Block Watch, Vision Zero, Restorative Justice Initiatives, the Youth Intervention Program, Business Watch, and Community Engagement Forums.

In addition, sworn resources will be dedicated to building relationships with diverse and vulnerable groups within Surrey. Within the Diversity and Indigenous Services Team, one sergeant and seven constables will be responsible for liaising with visible minority and other diverse community groups, as well as members of the LGBTQ2+ community. The goal is that all residents of Surrey will have a close and trusting relationship with the Surrey PD.

The Surrey PD should continue the collaborative partnerships that the Surrey RCMP has established with community agencies and organizations. Once the transition framework is approved by the Province, there will be an opportunity to conduct a review to see how these programs and initiatives can be reinforced, streamlined, and optimized. Community initiatives will also take place through a variety of teams throughout the Surrey PD. The Surrey PD should continue to participate in youth athletic initiatives with members from the School Liaison Teams, Youth Services Team, and Gang Interdiction Teams, among other members throughout the Surrey PD.

¹²¹ Crowl, J.N. (2017). "The Effect of Community Policing on Fear of Crime and Crime Reduction, Police Legitimacy and Job Satisfaction: An Empirical Review of the Evidence", *Police Practice and Research*, 18(5), 449-462.

¹²² Whitelaw, B. and R. Parent (2013). *Community-Based Strategic Policing in Canada*, Fourth Edition. Toronto: Nelson.

Additionally, members of the School Liaison Team and Youth Services team will continue to maintain their portfolios in support of the Surrey Anti-Gang Family Empowerment (S.A.F.E.), Surrey Mobilization and Resiliency Table (SMART), and Wrap programs, plus other outreach programs at Surrey schools and throughout the rest of the community.

Surrey Wraparound Program

In 2008, Public Safety Canada awarded \$808,000 to Surrey School District #36, through the National Crime Prevention Centre’s Youth Gang Prevention Fund, to implement the Surrey Wraparound program (also known as the Wrap).¹²³ The Surrey Wrap program is currently delivered through a partnership between the Surrey School District, the City of Surrey, and the Surrey RCMP. The overall goal is to prevent gang-related crime in the Surrey community by supporting youth at risk of gang involvement, youth who historically had difficulty with police or authority figures, youth who are displaying gang-associated behaviours, and those currently in gangs.¹²⁴ The program is founded on a wraparound “philosophy of care,” a set of core concepts and principles including: voice and choice; team-based; natural supports; collaboration; community-based; culturally competent; individualized; strength-based; and persistence. A referred young person works collaboratively with a facilitator to establish a Wrap team. The intent is to place the young person at the centre of his/her care planning, aided by a facilitator and a team of individuals who support and engage in the well-being of the participant. Collaboratively, this Wrap team develops the young person’s care plan.

An evaluation of the program found that the Wrap was an effective school-RCMP partnership in responding to youth who were at risk of joining gangs or who were gang-involved.¹²⁵ In 2017, the provincial government committed \$500,000 in annual funding to support the Wrap program.

Surrey Mobilization and Resiliency Table (S.M.A.R.T.)

The Surrey PD should continue to participate in the Surrey Mobilization and Resiliency Table (S.M.A.R.T.) program, which consists of a broad spectrum of service providers and community partners whose goal is to identify potential issues which impact crime and social disorder, and come up with solutions in a proactive manner.

Launched in 2015, the program is an innovative way to address emerging community problems before they become police problems or require the involvement of emergency services. S.M.A.R.T. partners include: City of Surrey, Surrey RCMP, Fraser Health, Lookout Emergency Aid Society, BC Ministry of Justice, BC Ministry of Children and Family Development, BC Ministry of Social Development and Social Innovation, Surrey School District, Pacific Community Resources Society, Options Community Services, and Surrey Downtown Business Improvement Association. Each week, the S.M.A.R.T. group meets to review cases where there is a high risk of harm, victimization or criminality for an individual or family. If the group determines there is an elevated risk that requires multi-agency intervention, the appropriate agencies can develop and execute a rapid response intervention plan within 24-48 hours.

¹²³ <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/srr-wrprnd/srr-wrprnd-eng.pdf>

¹²⁴ Surrey RCMP, Surrey Wrap Program. <http://surrey.rcmp-gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=8915>

¹²⁵ Public Safety Canada (2012). The Surrey Wraparound: A Youth Driven Plan for Gang Violence Prevention, Evaluation Summary 2012-ES-29. <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/srr-wrprnd/index-en.aspx>

The program was modelled after the “Hub” model, which was first implemented in Prince Albert, Saskatchewan in 2011 and has since been implemented in 55 communities across Canada. S.M.A.R.T. is BC’s first iteration of the “Hub” model. The “Hub” model is a comprehensive, made-in-Canada approach intended to address the needs of at-risk youth and their families. The model mobilizes available community resources into an integrated approach. The objective is to connect persons and families who are at-risk to resources within 24 to 48 hours of an incident in order to improve their health and wellness outcomes.¹²⁶ The hope is that this will ultimately reduce crime, hospital emergency room visits, school absenteeism, and the caseload of justice and social service agencies. At the core of the model is a “hub” of representatives from community organizations and agencies that meets on a regular basis to form situation tables where they discuss and evaluate situations involving at-risk youth and families. This group determines whether an intervention is required and would be beneficial.

Past evaluations have found that the model can be effective on a number of levels. First, it can break down the silos that often exist between human service agencies, resulting in increased information sharing. Clients gain quicker access to services and resources and this lowers the risk level for everyone involved.¹²⁷ An evaluation of the Community Mobilization Prince Albert (CMPA) crime reduction strategy found the program to be effective in reducing the rates of violent and property crime and the costs associated with these offences.¹²⁸ Police agencies are an integral part of the HUB model. The successful development and implementation of the model requires the support of senior police management and officers, as well as police relationships with agencies and organizations in the community.¹²⁹

Surrey Anti-Gang Family Empowerment (S.A.F.E.) Program

In early 2019, the City of Surrey received \$7.5 million dollars from the federal government to support the Surrey Anti-Gang Family Empowerment (S.A.F.E.) program. The funding is for five years. The evidence-informed multi-agency program is designed to address and prevent youth gang violence by diverting at-risk children, youth and their families away from gang involvement. A total of 11 different initiatives are included under the umbrella of the S.A.F.E. program and these are delivered by 10 partners (including currently the RCMP). Programs include clinical counseling, family outreach, cultural support, peer mentorship, caregiver education, and a situation table for children and youth at elevated risk.¹³⁰

¹²⁶ Public Safety Canada (2018). The HUB – Community Mobilization Prince Albert.

<https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/nvntn/dtIs-en.aspx?i=10015>

¹²⁷ Nilson, C. (2016). Collaborative Risk-Driven Intervention: A Study of Samson Cree Nation’s Application of the Hub Model. Public Safety Canada, Research Report 2016-R001.

https://www.usask.ca/cfbsjs/research/pdf/research_reports/PSC_CollaborativeRiskDrivenInterventionSamsonCreeNation2016.pdf

Nilson, C. (2015). The Original Game Changers: An Evaluative Report on Prince Albert’s Centre of Responsibility and Its Role in the Advancement of Community Mobilization Efforts to Improve Community Safety and Wellness.

https://www.usask.ca/cfbsjs/research/pdf/research_reports/COREvaluationReport2015.pdf

¹²⁸ Sawatsky, M.J., Ruddell, R. and Jones, N.A. (2017). A Quantitative Study of Prince Albert’s Crime/Risk Reduction Approach to Community Safety. *Journal of Community Safety and Well-Being*, 2(1), 3-12.

¹²⁹ Bhayani, G. & Thompson, S.K. (2017). SMART on Social Problems: Lessons Learned from a Canadian Risk-Based Collaborative Intervention Model. *Policing: A Journal of Policy and Practice*, 11(2):168-184. DOI: 10.1093/police/paw040

¹³⁰ City of Surrey, SAFE Program. <https://www.surrey.ca/community/28528.aspx>

Other Community Programs

A Surrey PD Parent Helpline could replace the existing Surrey RCMP Parent Helpline (604-599-7800) that connects parents who are concerned about their children becoming involved in illegal activities with RCMP officers and Youth Counsellors who can speak English, Punjabi and French, and are available to take calls Monday to Friday.¹³¹

RCMP officers host different sports programs such as Code Blue and Mini-Blue.¹³² In 2013, the Surrey RCMP launched Code Blue, an after-school fitness training program led by RCMP officers in select Surrey secondary schools. Police officers engage students in grades 8-12 by organizing physical activity workouts that resemble police officer training. The drop-in program is currently offered weekly at eight schools. Students who show up for the program are put through the paces of an intense physical workout that includes sit-ups, push-ups, and sprints. Launched in January 2017, the Mini-Blue program connects youth in grades 5-7 with Surrey RCMP officers. The program focuses on relationship-building and mentoring through fun physical activities and interactions. Mini-Blue sessions are held once per week at five Surrey elementary schools during the school lunch hour. The Police Athletic League (PAL) provides similar youth sports programming in Vancouver and synergies will be possible between the VPD and Surrey PD in those areas.

In partnership with the Surrey School District and possibly even the RCMP 'E' Division, the Surrey PD should continue the tradition established by the Surrey RCMP Basketball Classic, a friendly basketball tournament that has been taking place in Surrey since 1992. The tournament was created to foster positive inter-school competition and create a healthy relationship between the RCMP and Surrey students.¹³³ It typically attracts roughly 650 students from Surrey high schools and hundreds of spectators. Surrey RCMP officers working in the Youth Unit and Gang Enforcement Team attend the tournament. Scholarships are also presented to meritorious students. In the past, scholarships have included the Roger Pierlet Memorial Award (in honour of the first Surrey RCMP officer killed in the line of duty in 1974), the Adrian Oliver Memorial Scholarship (in honour of the last Surrey RCMP officer who died in the line of duty in 2012), as well as the Chris Mohan and Ed Schellenberg Memorial Scholarships (in memory of the two innocent bystanders killed during the Surrey Six murders in 2007).¹³⁴

Community Consultation

Police departments must find ways to identify community priorities and to solicit feedback from community residents (including complainants and victims) regarding their experiences and satisfaction with the police. Community consultation can take a number of forms. Police-community meetings provide a forum where the problems and concerns of community residents can be identified and strategies can be developed for addressing them. However, community meetings are generally not effective in mobilizing residents and in raising confidence in the police.

¹³¹ Surrey RCMP Parent Helpline. <http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=46508>

¹³² SOURCE: Surrey RCMP, Code Blue & Mini-Blue Programs. <http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=2177&languageId=1&contentId=34421>

¹³³ Surrey Now-Leader (2019). "Surrey RCMP Classic brings together public, private schools." <https://www.surreynowleader.com/sports/surrey-rcmp-classic-brings-together-public-private-schools/>

¹³⁴ Surrey Now-Leader (2013). "A dozen scholarships from RCMP Classic." <https://www.surreynowleader.com/sports/a-dozen-scholarships-from-rcmp-classic/>

These meetings are often attended by only a few members of the community, including persons representing specific interests. Marginalized at-risk groups and visible minorities are less likely to attend.

Community consultation committees (also known as community–police liaison committees) are another strategy leveraged by police departments to develop community partnerships. For example, the Toronto Police Service has established Community Consultative Committees (CCCs) with the city’s Indigenous, Black, Chinese, French, Lesbian / Gay / Bisexual / Transgender / Queer / Two-Spirit (LGBTQ2+), Muslim, and South and West Asian communities.¹³⁵ There are also liaison committees for every police division in the city. These committees include community residents and police representatives who work together to identify local issues, prioritize them and develop solutions. These committees play an especially important role in fostering positive relationships with diverse groups in the community, including visible minorities and the LGBTQ2+ community. The Peel Regional Police, for its part, operates patrol-based Community Mobilization Teams (CMTs). These teams are involved in a variety of activities designed to increase community engagement and improve trust and confidence in the police. These initiatives could be replicated in Surrey.

Like Surrey itself, the community engagement strategy of the new Surrey PD will be multi-faceted and inclusive. Within Surrey, not all communities and sub-groups are preoccupied by the same issues or have the same interests. Communities can be defined by location, socio-economic attributes, or demographic features. All communities are multi-faceted and overlapping, in the same way that any individual usually belongs to several different communities at once. Prominent Surrey communities include, for example: seniors, adults, parents, youths, students, LGBTQ2+ persons, at-risk and vulnerable persons, Indigenous persons, religious and cultural communities, and immigrant and refugee populations.

Community engagement efforts must be designed to ensure that all community voices are heard, even those that have been historically muted. There are strategies to accomplish this that have been demonstrated to be effective. These include methods of personal communication between the police and the community and special initiatives targeting isolated and “hard-to-hear” communities. Ultimately, the police must involve marginalized community residents. Otherwise, these residents may feel that police interventions are targeting them, and may develop a sense that the police are intruding on their neighbourhoods.

Finally, a key community engagement strategy will be networking with community groups and organizations as well as with the private sector and other government agencies at the municipal, provincial, and federal levels. In that regard, Surrey PD should be able to continue and build on the outstanding work that has been done already by the City of Surrey.

A variety of specific approaches and strategies could be used during the transition phase leading up to the deployment of Surrey PD officers. A few of those strategies are summarized in the following table.

¹³⁵ Toronto Police Service, Community Consultative Process, <http://www.torontopolice.on.ca/community/ccp.php>.

Table 17. Examples of Community Engagement Strategies Available to Surrey PD.

Strategy	Method	Notable Characteristics and Other Considerations
Community Surveys	<p>Public opinion survey typically administered by mail or telephone.</p> <p>Questions about perceptions of crime, feelings of personal safety, victimization, satisfaction with police, etc.</p>	<p>Expensive and labour-intensive.</p> <p>Limited opportunity to ask clarifying or follow-up questions.</p> <p>Limited reach to high-risk or vulnerable groups.</p> <p>Fixed choices limit range of responses.</p> <p>Can be quite effective if conducted face-to-face. E.g. Public Attitude Survey (PAS) in the UK.</p> <p>Questions need to be “fit for purpose.”¹³⁶</p>
Public Meetings	<p>Community consultation via public forum or town hall meetings.</p> <p>In-person updates to the community and opportunity for residents to ask questions.</p>	<p>Unstructured “open-mic” meetings generally of limited value.</p> <p>Dominated by special interest groups.</p> <p>Tends to exclude at-risk and vulnerable groups.</p>
In-Person Focus Groups	<p>Community consultation via structured focus group discussions within small group.</p>	<p>Cost-effective and efficient way to gather information from community stakeholders.</p> <p>Can be tailored to specific groups because targeted invitations can be sent to at-risk and vulnerable populations, youths, etc.</p>
Online Focus Groups	<p>Online polling and discussion mechanism for Surrey residents interested in sharing their ideas and opinions about the development of the Surrey PD.</p>	<p>Participants would need to opt-in before participating in brief, anonymous, Internet-only surveys and discussions.</p>
Web-Based Surveys	<p>Large-scale, comprehensive web-based community survey.</p> <p>Questions similar to community surveys.</p>	<p>Economical.</p> <p>Can be quite informative and unlock interesting insights about the community. E.g. Chicago Internet Project (CIP).</p> <p>Generally not effective in reaching all segments of the community, especially those who are less tech-savvy or are less comfortable with the English language. E.g. seniors, English language learners, vulnerable and at-risk persons, and immigrants and refugees.</p> <p>Amplifies the self-selection bias, which can hinder the extrapolation of the survey results.</p>

¹³⁶ Jackson, J. & Bradford, B. (2010). What is Trust and Confidence in the Police? *Policing: A Journal of Policy and Practice*, 4(3):241-248. DOI: 10.1093/police/paq020

Strategy	Method	Notable Characteristics and Other Considerations
Social Media	Ongoing, interactive electronic communication and visual updates on social media platforms. E.g. Facebook, Twitter, YouTube, Instagram, Snapchat, LinkedIn, etc.	<p>Can be effective if properly developed and targeted toward specific groups in the community. E.g. youth.</p> <p>Must be multi-lingual to maximize the reach.</p> <p>Can be combined with web-based survey(s) and online focus groups.</p> <p>Can rely on engagement tools likes polls, contests, etc.</p> <p>Opportunity to engage and interact with local influencers.</p>
Website	Simple, centralized online hub for all information on the Surrey PD. E.g. reports, media updates, photos.	<p>Content should be presented in a visual way. E.g. illustrations and infographics.</p> <p>Contact details for the public to obtain further information should be easily identifiable.</p> <p>Simple FAQ section could provide basic answers for residents who want to know more about the potential impacts of establishing a new Surrey PD.</p>
Open Houses	Host casual open houses at community facilities with visuals to allow Surrey residents to browse the latest material on Surrey PD and ask questions.	Could consider a permanent space at Surrey City Hall.
Speeches and Public Addresses	Periodic in-person updates by invitation of key stakeholder groups.	Reach specific groups of community leaders. E.g. Surrey Board of Trade, Business Improvement Associations.
Traditional Media Relations	Periodic media updates and news conferences.	<p>Focus on building relationships with media outlets whose reach extends to otherwise "difficult to reach" communities. E.g. Punjabi or Mandarin-speaking members of the community.</p> <p>Consider monthly radio segments with local talk shows and proactively pitch update stories to major media outlets.</p> <p>Surrey PD representatives/spokespeople need to be able to speak Punjabi, Cantonese, Mandarin or Tagalog.</p>

Public Communication

The idea behind community policing is that citizens will network within their communities and assume ownership of problem-solving strategies. For this to work, residents must be involved not only in the identification of crime and disorder problems, but also in creating solutions to these problems. When solutions are developed by police and imposed on the community, they are much more likely to fail. The strategies that are most likely to be effective in improving confidence are those that are aimed at increasing community engagement.

These include contacts with residents and businesses through foot patrol, responding to requests for service in a professional manner, and effectively communicating information on police initiatives.¹³⁷ Substantive, ongoing engagement with all Surrey communities will be a core pillar of the Surrey PD. Public input and feedback will be embedded in its policies and operations. Community engagement means that the Surrey PD will be built “from the ground up”, rather than the traditional “top down” model where the police service or the government sets the policing priorities for the municipality. The Surrey PD should provide opportunities for communities and neighbourhoods to participate in the identification of issues and collaborative efforts to address them.

Police departments must be very proactive and persistent in educating the community about various community policing initiatives, providing opportunities for community residents to become involved (and stay involved) in community-based programs, and ensuring that initiatives address needs that are identified by the police and communities working on a partnership basis. Ways to accomplish this include having a robust volunteer program and permanently assigning teams of officers to specific neighbourhoods. The Technical Assistance Team has taken this consideration into account and has endeavoured to incorporate Surrey neighbourhood boundaries within modified patrol district boundaries.

The public communication strategies of the City of Surrey and Surrey PD should focus on engaging stakeholders and specific communities, and creating opportunities for constructive dialogues. It should build general, public awareness of the Surrey PD through news media and social channels, highlighting planned and ongoing initiatives. Finally, there should be dedicated efforts to connect with Surrey’s ethnically and linguistically diverse communities.

Building genuine, authentic connections throughout the community will require patience and resources. However, the potential benefits of effective public communication are obvious. First, the City of Surrey and Surrey PD will be able to showcase their progress and momentum in the establishment of the Surrey PD. This will build excitement within the community, including among potential Surrey PD recruits and Surrey RCMP members who desire to continue policing Surrey. Secondly, the public engagement campaign will serve to demonstrate that the implementation of the Surrey PD is a two-way process that involves the community itself.

¹³⁷ Rix, A., Joshua, F., Maguire, M. and Morton, S. (2009). Improving Public Confidence in the Police: A Review of the Evidence (2nd Edition). Home Office (UK), Research, Development and Statistics Directorate.
<http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.470.7907&rep=rep1&type=pdf>

As part of the Surrey PD's community engagement efforts, consideration will be given to developing volunteer programs associated with each of the District sub-stations. This will enhance police-community relationships and give residents a sense of ownership in addressing the issues facing their communities. Citizen volunteers serve in a wide range of capacities—for example, they can support victim services units and community policing committees, and participate in special police–community projects.

By conducting citizen patrols, they can serve as extra “eyes and ears” for the police. Volunteers help the police develop partnerships with the community and are a means for the community to take ownership of problems. They are a continual source of new energy and fresh ideas. Ultimately, they help reduce the workload on patrol officers.

Social media can be an effective strategy for disseminating information about police initiatives and for building public trust and confidence in the police.^{138,139} As a general rule and to the largest possible extent, all content used to communicate with and engage the community (web, social media, media outlets) should be translated into the most common non-English languages in use by Surrey residents (i.e. Punjabi, Cantonese, Mandarin, Tagalog).

¹³⁸ Copitch, G. & Fox, C. (2010). Using Social Media as a Means of Improving Public Confidence. *Safer Communities*, 9(2):42-48. DOI: 10.5042/sc.2010.0226

¹³⁹ Ruddell, R. & Jones, N. (2013). Social Media and Policing: Matching the Message to the Audience. *Safer Communities*, 12(2):64-70. DOI: 10.1108/17578041311315030

8. Recruiting and Training

The creation of the Surrey PD offers a tremendous opportunity to build a progressive organization based upon a wealth of knowledge, experience, and best practices for the benefit and betterment of the diverse community it is committed to serve.

The Surrey PD will have the opportunity to recruit new and experienced applicants who will be representative of the community, and who have a long-term commitment to the city and its citizens. In addition, this creates a unique opportunity to attract existing exceptional policing talent from all police agencies in BC.

Hiring a significant number of police officers within a relatively short period of time to staff the Surrey PD is a significant undertaking. It will be achieved successfully within the given timeline through the careful consideration and examination of proven recruiting methods as well as the adoption of creative strategies and state-of-the-art best practices.

Recruiting Process

A comprehensive recruiting strategy is required not only to staff the proposed Surrey PD but also to meet its hiring needs on an ongoing basis as the organization moves forward. The proposed recruiting plan outlined below includes an examination of the various steps needed to establish a selection process for both new and experienced police officers. It will also discuss potential hiring strategies, and will draw on examples from the VPD Recruiting Unit's successes in meeting significant hiring needs, leading up to the 2010 Olympic Games. The proposed timelines for the different stages of the recruiting process, from the establishment of a Surrey PD Recruiting Unit to the average processing times and training requirements for new and experienced applicants, are also set out in the following discussion.

Composition of Recruit Pool

The pool of applicants to the Surrey PD will be unique in that, initially, it will likely consist primarily of experienced ("exempt") police officers of various ranks and seniority. They will possess a wide range of specialized experience and skillsets (e.g. investigation, ERT, dog squad, surveillance, undercover, forensics, language skills, management, supervision, administration). For a new organization, the skills of these members will be paramount not only in establishing specialty sections, but also for providing a strong operational base upon which the reputation of the Surrey PD will be built.

The formation of a new urban police department like the Surrey PD offers many new opportunities for experienced officers and it is expected that the level of interest should be high, not only from currently serving Surrey RCMP members, but also officers from other RCMP detachments and municipal police departments within British Columbia and the rest of Canada. With the prevalence of information sharing through social media and other online platforms, it is also likely that international applicants who possess the proper immigration requirements could be considered. The Surrey PD should also attract significant interest from new police applicants who have little to no law enforcement experience and will have to be fully trained before becoming operational police officers in Surrey. There is already significant interest and awareness about the Surrey PD within the law enforcement community.

Basic Required Qualifications

The basic qualifications that any applicant needs in order to consider applying to become a police officer are very similar across BC municipal police departments, the Metro Vancouver Transit Police, and the RCMP. While there are slight variations, (e.g. some departments, like the VPD, require a minimum of 30 credits from a post-secondary institution), they are generally consistent among the organizations:

- No criminal convictions, no adult criminal charges pending.
- Meet the visual acuity standards. The visual acuity standards encompass corrected and uncorrected vision, colour vision, and binocular vision. Some local police departments also have hearing standards, which stipulate an acceptable amount of hearing loss in each ear within a given range.
- Minimum 19 years of age;
- Excellent character;
- Physically fit and in excellent health;
- Canadian citizen or Permanent Resident;
- No history of improper conduct, poor employment, educational, or driving record that would affect suitability for policing duties;
- Valid BC Class 5 driver's licence with a good driving record;
- Valid current standard first aid/CPR certification;
- Grade 12 diploma or equivalent (plus a minimum of 30 academic post-secondary credits for some departments).

Of course, the selection process at Surrey PD is expected to be quite competitive and most successful applicants will exceed these minimum required qualifications. For example, preferred qualifications for new Surrey PD applicants could include:

- A degree or diploma in any field of study;
- Knowledge of a second language or culture;
- Community volunteer experience;
- Work experience in a supervisory capacity and/or with the public.

Selection Process

The selection process to become a police officer is very rigorous and thorough. Again, the actual process is fairly similar across BC police departments. For reference, the VPD selection process for new applicants contains the following steps:

- Application package, including an integrity & lifestyle questionnaire. The application package consists of: an electronic 5-page application form; an electronic 32-page Lifestyle & Integrity form; copies of educational transcripts, birth certificate and citizenship documents, First Aid certificate, and photo identification; completed visual assessment form; resume and cover letter; signed authorization and feedback waiver forms; two passport-sized photographs; copy of criminal record check; and copies of international education evaluation report and criminal pardon if applicable.
- The Lifestyle & Integrity form used by the VPD is similar to the questionnaires used by other Metro Vancouver police departments. The questions are intended to cover the applicant's lifestyle and background, and full, truthful disclosure is mandatory. For experienced applicants, there are 13 additional questions at the end of the questionnaire directly related to their previous police service.
- Entrance exam. The 3-hour handwritten entrance exam was developed by the Ethos Business Communication Group in 2007. It is intended to test grammar, spelling, composition, comprehension, and mathematical skills at a Grade 12 level. It also includes a section on memory and short essay responses. There are sample questions available on the VPD recruiting website. A pass mark of 60% is required. The exam is administered and marked by Recruiting Unit investigators, and sittings are held once a month. Exam scores from other agencies are also accepted.
- Physical testing. The physical test consists of the Police Officers Physical Abilities Test (POPAT) and the Leger Shuttle Run. The POPAT must be completed in under 4 minutes 15 seconds, and a score of 7.1 or higher must be achieved on the shuttle run. The testing is done twice a month, and is administered by the VPD Athletic Therapist, who also organizes practice sessions in the evening for applicants.
- Intake interview. The intake interview is conducted by two Recruiting Unit investigators working as a pair. These investigators also review the applicant's disclosure forms and personal history. The interview normally lasts several hours, and explores areas such as a candidate's integrity, problem-solving abilities, respect for diversity, community service orientation, self-initiative, and acceptance of responsibility.
- Written psychological assessment. The VPD currently uses the Personal Assessment Inventory (PAI) test for the psychological testing stage. This is normally administered directly following the interview, and is not a test for which the applicant can prepare or study.
- Polygraph examination. The polygraph examination is an important step that can assist in determining whether the applicant has been honest and forthright during the process. The VPD has two full-time sergeants assigned to the Polygraph Unit who administer the testing to applicants.
- Sergeant interview. One of the Recruiting Unit sergeants will interview the applicant and conduct a thorough review of his or her file. The sergeant will also collect the applicant's personal biography and a list of 30 personal and professional references.

- Background investigation. The background investigation is done by a Recruiting Unit investigator, and includes interviews with family members, long-time friends, present and past employers and colleagues, neighbours, and landlords. Security checks of police databases are conducted as necessary.
- Medical examination.

This sequence is consistent across BC police agencies. It is designed to optimize the Recruiting Unit's time and resources, with the aim being to emphasize exclusionary factors such as physical fitness or integrity issues early on in the process. Because of the comprehensive nature of this process, it can take anywhere from several weeks to several months to complete, depending on the number of testing dates offered, as well as the availability of the individual applicants. This is true for both new applicants and experienced officers. The entrance exam is not administered to experienced applicants employed by BC police departments.

However, experienced applicants from outside BC have to write the BC Exemption Exam (preceded by a 6-week period designated for studying for the exam). Otherwise, the main difference between new police recruits and experienced officers is the type of training they require once they are hired.

Processing times for applications can vary based upon each applicant's availability, his or her success at each selection stage, and the number of testing dates available. It is also dependent upon the efficiency of the Recruiting Unit, including the ability of staff to keep the process organized, flexible and constantly moving forward to avoid a significant backlog. Depending upon the type of selection process that is established, an average application from an individual with no previous police experience could be processed in several weeks, depending upon availability of and for testing dates. At the faster end of the range, a new applicant could realistically complete the selection process and be recommended for hire within 6-8 weeks of submitting his or her application. An experienced applicant from within BC could plausibly be hired in an even shorter amount of time, potentially as quickly as 4-6 weeks after submitting an application. Due to the BC Exemption Exam and travel constraints, out-of-province candidates would naturally take longer but motivated candidates could complete the process in less than three months.

Incentives for Recruit Candidates

In order to remove potential barriers and make the process more appealing, especially for low-income applicants, the City of Surrey could consider covering the cost of the criminal record check and the medical examination for applicants. While this may seem like a minor consideration, these two steps combine for a total cost of approximately \$555, which can be a burden for many individuals.

Incentives for Experienced Applicants

While the Surrey PD is built from the ground up, the presence of and input from experienced police officers will be invaluable. Because hiring and training standards for police officers in BC specifically and the rest of Canada more generally tend to be quite rigorous, experienced officers are typically very desirable candidates whose skills and experience would transfer easily and would immediately benefit Surrey PD.

Experienced police officers who wish to apply to the Surrey PD should be prioritized, as long as they are a police officer currently working with a Canadian law enforcement agency (or have worked as a police officer with a Canadian law enforcement agency in the past three years) and their Canadian police service has training and minimum standards equivalent to those employed by BC municipal police departments. At the VPD, for example, members of the CN/CP Police Service, the Canadian Armed Forces Military Police, and officers serving in other countries do not qualify for exemptions and must apply as new applicants.

As part of its recruitment strategy, the Surrey PD will need to implement a streamlined and expeditious recruiting process for experienced applicants. This would not only shorten the timeframe required to process applications but also maximize the number of officers who can be hired within a set timeline. This could also assist in garnering more interest from those experienced officers who might be dissuaded from engaging in a process that is unnecessarily onerous and complex. As part of an expedited application and hiring process, for example, experienced officers could go through the following stages:

- (i) Modified application and disclosure forms;
- (ii) Intake interview;
- (iii) Polygraph;
- (iv) Abbreviated background investigation; and
- (v) Medical examination paid for by the City of Surrey.

Expressions of interest from currently serving police officers would naturally be treated as confidential until they reach the background investigation stage. This process could be completed quickly, and would be more appealing to experienced members who might otherwise be deterred by physical testing or having extensive forms to fill out. Once initial hiring needs are met, the process for experienced applicants could be re-visited and modified to resemble more closely the model currently used by the VPD, for example.

Joining an emerging new department will appeal to many serving officers who are looking for new challenges and opportunities. It would be natural to expect a significant amount of interest among current Surrey RCMP members. These officers likely reside within the Metro Vancouver area and already have experience serving the citizens of Surrey. An incentive that could be offered exclusively to currently serving Surrey RCMP members who decide to apply to become members of the Surrey PD is that, upon being hired, they each receive 40 additional hours of leave to be used in 2022 or thereafter. A similar concept was used by VPD as part of its “Search and Employ” campaigns, where VPD members could receive 40 hours of leave by recommending a new applicant who was subsequently hired. This would be appealing for officers, particularly those who have fewer years of service and therefore smaller allotments of leave available to them.

The Surrey PD will need experienced officers in supervisory and leadership roles to ensure an effective and disciplined transition to a new policing model. As the organization will be primarily focused on initially recruiting and hiring new officers, there will not be any opportunity within that timeline to consider a standalone “internal” promotional process. It will therefore be necessary to consider applications from experienced officers above the rank of Constable (e.g. Sergeant and Staff Sergeant) and hire these officers at their existing rank or above.

This will certainly act as an incentive for experienced applicants who have been promoted above the Constable rank, as such lateral promotions and transfers are very rare among Canadian police organizations. Many of these police supervisors will likely be hired well in advance of the launch date, as the organizational structure is developed and operational and investigative squads are established. This is an added incentive to members who would be deterred from applying by the prospect of losing their current rank. The same streamlined application and selection process outlined earlier to attract experienced applicants, would also apply to these officers in supervisory and leadership roles.

The creation of the Surrey PD creates a unique opportunity to attract exceptional policing talent from all police departments in BC. For example, working for the Surrey PD might be appealing to experienced officers (i.e. with ERT, dog handling, or investigative experience) who enjoy their current duties but may not have an opportunity to continue in their specialized roles at their home department.

Pension Considerations

Members of the RCMP earn pension benefits under the RCMP Superannuation Act, and in some cases supplemental pension benefits are awarded under the federal retirement compensation arrangement established pursuant to the Special Retirement Arrangements Act. Future members of the Surrey PD will earn pension benefits under the BC Municipal Pension Plan. In the event where a member of the RCMP transfers employment to the Surrey PD, the member will have two separate pension entitlements: the RCMP pension up to the date of transfer, and the Surrey PD pension after the date of transfer.

Additionally, a pension transfer agreement would ensure that these members receive one pension from the BC Municipal Pension Plan for the combined service with both police services. The City of Surrey has indicated that work is underway to ensure that the proper legal arrangements are in place to ensure that RCMP pensions are fully portable to a single pension plan.

Hiring for Resiliency

The Surrey PD's recruiting approach should focus on hiring for resiliency, with the aim to select candidates who will stay with the organization for their entire career, which will maintain continuity within the Surrey PD, create a sense of ownership for Surrey's social and crime issues, and will facilitate accountability to the residents of Surrey themselves.

Although police work can be satisfying and challenging, it can also be stressful. Many situations demand a quick response by officers, and this jolts them both mentally and physically. Traumatic events such as homicides, suicides, accidental deaths, young victims, and multi-victim accidents can also take a toll on officers. Long-term, high-pressure investigations and even regular but tedious administrative duties may also cause stress.

Modern police work has been impacted and is now shaped significantly by past court decisions and legislation. While criminal investigations themselves have become inherently more complex, most recent case law has only contributed to increase even more the workload of officers. Officers often spend hours recording events that took only a few minutes to transpire.

For example, an officer who detains an impaired driver after a failed breathalyzer test may spend many hours processing the individual and completing the necessary paperwork, even though it took only a few minutes to detect and arrest the offender. Legislation and Supreme Court decisions have placed a greater onus on police officers to provide extensive documentation and records.

The effects of stress experienced by police officers range from minor annoyances (which can be managed) to alcohol abuse or drug addiction, depression, and suicide.¹⁴⁰ There are a number of stressors for police officers and these can have a significant long-term, cumulative impact on not only their mental health but also their exercise of discretion and decision-making.

Hiring for Diversity

Hiring for the Surrey PD will allow for a proper representation of the community it serves, and should truly reflect the diversity therein. The development of police-community partnerships and trust between the police and communities is enhanced when police departments have diverse officers.¹⁴¹

The creation of a new municipal police agency represents a unique opportunity to hire staff that have pre-existing relationships with their diverse communities and groups that have been traditionally underrepresented in policing. The Surrey PD should actively recruit applicants who have the language skills, life experience, and cultural competencies required to effectively interact with community residents.

For example, the VPD has extensive experience recruiting for gender diversity. Based on Statistics Canada data, female officers represented approximately 25.3% of the VPD compared to 18.4% of the Surrey RCMP detachment as of 2017.¹⁴²

Transitional Staffing for Recruiting Unit

Prior to determining the hiring criteria and what the selection process will precisely look like at the Surrey PD, a dedicated Recruiting Unit must first be established. This should be done as soon as possible. Due to the number of police officers, both new and experienced, that must initially be hired, the Recruiting Unit will initially need a robust team with a large number of recruiters. Staffing will be reduced gradually over time, as the transitional hiring phase is completed. Once the Surrey PD is operational, hiring will focus mainly on filling vacancies caused by attrition or staffing growth.

¹⁴⁰ Morash, M., Haarr, R. & Kwak D.-H. (2006). Multilevel Influences on Police Stress. *Journal of Contemporary Criminal Justice*, 22(1):26-43. DOI: 10.1177/1043986205285055

¹⁴¹ Cao, L. (2011). Visible Minorities and Confidence in the Police. *Canadian Journal of Criminology and Criminal Justice*, 53(1):1-26. DOI: 10.3138/cjccj.53.1.1

¹⁴² Statistics Canada, Police officers by rank and gender, municipal police services. Table 35-10-0079-01. <https://www150.statcan.gc.ca/t1/tbl1/en/cv.action?pid=3510007901>

Transitional Recruiting Unit Staffing

Taking into account various factors, it is projected that the Surrey PD should staff a transitional Recruiting Unit with approximately 20 recruiters and investigators, two sergeants, three civilian support staff members, and one inspector. These resources could be divided into different teams to reflect the division of duties and make recruiting more efficient. For example, one sergeant and 6-8 recruiters could be designated to focus solely on outreach strategies and activities. The other sergeant and 12-14 investigators could then focus on processing applications and administering the testing for the selection process. The support staff could also be divided up accordingly, with one civilian staff member assigned to the Outreach Team, and the other two assisting with administrative tasks to ensure the hiring process moves along swiftly.

The Surrey PD has several options to staff the transitional Recruiting Unit.

- (i) The City of Surrey could create an abbreviated hiring process for currently serving members from other municipal departments or from the RCMP who have experience in recruiting, and these members could be sworn in as the first members of the Surrey PD who would then form the Recruiting Unit and develop a selection and hiring process for all other Surrey PD members; or
- (ii) The City of Surrey could contract private human resources professionals, or use existing HR personnel already employed by the City of Surrey; or
- (iii) The City of Surrey could engage currently serving members from other municipal agencies with recruiting experience on a secondment basis until such time as these positions can be filled by Surrey PD members. This could include a model where an external municipal police agency such as the VPD would hire the transitional Surrey PD Recruiting Unit.

Currently serving civilian employees of the City of Surrey who are interested by the challenge could be re-assigned to act as support staff for the newly developed recruiting unit. Of note, the Recruiting Unit will need access to polygraph examiners in order to complete polygraph examinations on prospective police applicants. The Surrey PD could consider engaging currently serving polygraph examiners from other municipal agencies on a secondment or overtime basis to administer the polygraph testing for Surrey PD applicants.

Lessons Learned from the 2010 Olympic Games

The Surrey PD's hiring challenges that will culminate with a total of roughly 800 officers being hired by 2021 are not unlike the challenge that the VPD faced when it had to significantly ramp up its staffing in preparation for the 2010 Olympic Games.

Starting in 2008, the VPD Recruiting Unit was tasked with hiring a significant number of officers to ensure that the department would be fully staffed and adequately prepared for the 2010 Olympic Games. Realistic timelines were established to allow sufficient time for recruits to become trained and deployable, with the last "Olympic" class of recruits starting their training at the JIBC in April 2009 and graduating in December 2009. New positions within the Recruiting Unit were also created and staffed to accommodate the increased workload. During the 2008-2010 period, there were 13 investigators, two sergeants and three civilian administrative assistants assigned to the VPD Recruiting Unit on a full-time basis.

In total, 145 recruit officers, 20 experienced officers, 74 jail guards, and 57 Traffic Authority members were hired (296 people). Despite the tight timelines, there was no compromise in the rigour and integrity of the selection process. The selection processes for each position encompassed several steps and required a significant amount of time and effort to process. The key success factor was the VPD Recruiting Unit's ability to ensure that candidates moved forward quickly and efficiently along the entire hiring process, with no bottleneck or chokepoint.

To stimulate interest and attract the necessary number of applicants during this crucial period, the VPD Recruiting Unit adopted new and innovative outreach strategies. Members of the Unit toured the Province in Canada's first mobile recruiting office, which garnered a significant amount of media attention at each stop.

Banners were hung at various locations throughout the city, and one was flown behind a plane in Victoria, Nanaimo, Calgary, and Edmonton to spread the message that the VPD was hiring. The Unit also launched a large-scale college and university campaign, targeting third-year (junior) and fourth-year (senior) students at numerous post-secondary institutions in both BC and Alberta. Lastly, this was a time when the VPD was the only major police department to have a profile on both YouTube and Facebook, with thousands of visits made to each site.

More recently, from January 2016 to September 2017, the VPD Recruiting Unit faced another challenge after being tasked to hire 234 new members, which included police officers and Special Municipal Constables (jail guards, Traffic Authority members, and Community Safety Officers). Innovative outreach strategies continued to be used to attract applicants, and the Recruiting Unit successfully reached its goal, hiring candidates that reflected the community. During this time, the VPD Recruiting Unit was staffed by 16 investigators, two sergeants, and three administrative assistants.

Outreach

Outreach is an essential and valuable tool for recruiting, and can be accomplished through two different types of channels: i) social media and ii) community engagement. Social media platforms are very effective communication platforms for police recruiters. For example, the VPD has active accounts on Twitter, Facebook, Instagram and YouTube. In fact, the VPD Recruiting Unit has its own Twitter and Instagram accounts, as well as a dedicated website. While social media offers a broad spectrum in which to convey messaging, personal interaction is equally important to allow members of the community the opportunity to engage directly with police officers to gain a better understanding of what the occupation entails. For example, the members of the VPD Recruiting Unit attend career fairs, public events (e.g. community events, parades, professional sports events), and travel to other cities on a consistent basis to cultivate interest amongst potential recruits.

Innovative outreach initiatives will be a very important part of the Surrey PD hiring strategy, and these will have to be developed in conjunction with the formation of the Surrey PD's Recruiting Unit and Public Affairs Section. Designing and implementing a Surrey PD recruiting website should be a key priority. Members of the Outreach Team should be assigned as soon as possible to work on social media platforms, including content, messaging, and tracking. This content will have to be monitored and maintained on an ongoing basis in order to keep the messaging consistent, and to keep potentially interested applicants engaged.

Other outreach initiatives should also include printed material (e.g. posters, brochures, portable displays) and attendance at major community events both within and outside Surrey. In addition, traditional media campaigns should be considered, such as promotional videos, outdoor signage, TV and radio commercials, and online advertisements. This may require the services of a professional media company to ensure the best quality and that the message will reach the target market.

Consistent messaging must be adopted and conveyed to as many people and groups as possible in order to attract an applicant pool that will accurately reflect the Surrey community. That messaging will define the Surrey PD brand in the earliest stages of its inception.

Timeline

The following table summarizes the proposed recruiting timeline, along with key milestone dates based on a target transition date of April 1, 2021.

Table 18. Recruiting Timeline for Surrey Police

Time before Launch	Target Date(s)	Actions Required
15-18 months	September to December 2019	Staff Recruiting Unit. Formalize application guidelines and selection process. Design application forms, website, social media content. Develop outreach and media/advertising strategies. Ensure testing resources are in place (e.g. written exam, physical, polygraph). Liaise with JIBC and other municipal agencies to determine capacity for basic and advanced recruit training and Block 2 field training.
15 months	January 2020	Start accepting and processing applications. Launch community outreach activities.
9-15 months	January to July 2020	Process applications, new and experienced. Begin making recommendations for hire. Determine placements for experienced officers. Start filling designated spaces in upcoming JIBC recruit classes.
9-12 months	April-July 2020	Ideal months for new recruits to begin their 9-month training program at the JIBC.
9 months	July 2020	Last JIBC class with new police recruits deployable by Launch date.
3 months	January 2021	Last opportunity to process new applications from candidates outside BC before Launch date.
1 month	March 2021	Last opportunity to process new applications from experienced candidates with BC policing experience before Launch date.
Leading up to Launch	2020-2021	Complete hiring process for existing applicants. Project hiring needs for future JIBC recruit training classes.
Launch	April 1, 2021	Launch of Surrey PD

The establishment of the Recruiting Unit will be a priority for the newly established Surrey PD. The Unit should be staffed immediately and its members should be in place and fully operational within two months of inception (e.g. by September 2019).

One of the first tasks for the Unit's supervisors, investigators, and support staff will be to establish what the application and selection processes will look like, for both new and experienced applicants. This should include deliberation around the previously discussed strategic considerations. The application and selection processes, as well as the format of a written entrance exam, should be agreed upon and confirmed within one month following the establishment of the Recruiting Unit (e.g. by October 2019).

At the same time as the application and selection processes are being developed (within one month of the Unit's establishment), it will be necessary to ensure that the required resources are available so that applicants can complete some of the stages. These considerations are crucial, in that they involve areas of the process where a significant backlog or bottleneck could occur. These include but are not limited to the following areas:

- Establishing a location and scheduling dates to hold written exam sittings, and determining how and by whom they will be marked.
- Choosing a location for the physical testing, as well as identifying individual(s) qualified to administer the testing. Specific test dates must also be established to ensure that the testing can move forward at a consistent pace to prevent a backlog in the process.
- Identifying who will administer the polygraph examinations, and acquiring the necessary equipment for them to be administered. The average length of a pre-employment polygraph examination is approximately 3-4 hours, with approximately one hour dedicated beforehand for the examiner to prepare for the test, and another hour following the exam to complete a written evaluation.
- Determining who will administer the medical testing.

While the application and selection processes, the application documents, and the written exam are being created and finalized, a Surrey PD recruiting website, likely linked to both the City of Surrey website and a dedicated Surrey PD general website should be in development. This website should be active as soon as possible once the application and selection processes are firmly established, most importantly to allow interested candidates to access and download the application forms. This website and the forms ideally should all be available within two months of the establishment of the Recruiting Unit (e.g. by November 2019). The City of Surrey's IT department could assist with the initial development and launch of this website to ensure consistent messaging and benefit from the most up-to-date expertise available.

The Surrey PD Recruiting Unit should be prepared to accept applications from new and experienced applicants by January 2020, or within 4-5 months after the Recruiting Unit has been established.

Coordination and Liaison with JIBC

At the same time as the recruiting process is being developed, it will also be necessary to liaise with the JIBC with regards to how many recruit classes and how many students in each class they can accommodate in the months leading up to the start date of the Surrey PD. There will have to be some flexibility to allow for larger class sizes and for potentially adding extra recruit classes, which will significantly increase the workload of JIBC staff and instructors.

All new recruits must attend the 9-month Police Academy training at the Justice Institute of British Columbia (JIBC). JIBC training for new police recruits is broken down into three training blocks. Block 1 consists of 11 weeks of basic recruit training at the JIBC. Block 2 consists of 18-22 weeks spent on practical field training with an experienced patrol officer who has been trained as a field trainer. Block 3 consists of 11 weeks of advanced recruit training at the JIBC. While they do not have to complete the JIBC recruit training, experienced officers must still complete approximately one week of orientation training prior to being deployed. This orientation period is necessary to complete use of force qualifications, train on report writing business rules, and allow for some familiarization with the various policies and processes in place.

One important consideration is that JIBC graduation dates may be staggered around the launch date for the Surrey PD, depending when in the calendar year recruit classes start their training. This will affect the number of new officers who are fully trained and operational by the launch date. Ideal starting times for classes that include new Surrey PD recruits at the JIBC therefore would be between 9-12 months prior to the expected launch date. This would ensure that there is not a significant time lapse between graduation and actual start date at the Surrey PD.

Assistance with Block 2 Training

As noted above, part of the training for new municipal police recruits in BC involves a practical component where Block 2 trainees work operationally with a field trainer for 18-22 weeks, on average. There could potentially be a large number of new Surrey PD recruits undergoing police recruit training leading up to the launch date. However, there will not be a corresponding contingent of Surrey PD field trainers. Therefore, agreements will need to be reached with other Metro Vancouver municipal departments to assist with the Block 2 training of Surrey PD recruits, until such time as this can be done within Surrey itself. This concept was realized before, when Transit Police was in development. With six municipal police departments operating in Metro Vancouver, it is conceivable that the added workload of training Surrey PD recruits for a finite time period could be shared among other municipal police agencies. This would lessen the impact on any one department and would not be a limiting factor on the number of new Surrey PD recruits that can be hired leading up to the launch of the Surrey PD.

Supplemental Staffing Through Secondments

While it is expected that there will be significant interest among currently serving police officers and other members of the public who wish to pursue a law enforcement career at the Surrey PD, it would also be possible to meet the initial staffing needs of the Surrey PD through the secondment of experienced officers from other local municipal police departments within Metro Vancouver. These officers could loan their skills and experience to Surrey PD and would assist the Surrey PD on a temporary basis to develop a strong operational and investigative base, thereby ensuring a seamless and effective transition.

Some of the benefits would be mutual, as seconded officers also would have the opportunity to develop and acquire new skillsets. As more and more Surrey PD officers continue to be hired and trained, they would gradually assume the roles previously filled by seconded members.

Training Strategy

Training is an integral component of the police profession and is arguably one of the most important ones. Within the Surrey PD, the Training Section will be tasked with developing and delivering courses and programs to sworn and civilian members that are timely, innovative, and crucial to job performance and effectiveness. An important consideration for the Surrey PD will be to establish a training plan or platform that meets mandatory legislative requirements and follows established best practices. Such training will assist all employees in succeeding within an increasingly challenging policing landscape. Another key consideration for the Surrey PD will be to ensure that all sworn officers are operationally prepared to go-live when the launch date arrives. As it is expected that the majority of these officers will be experienced candidates with previous police experience, this will entail facilitating all firearms and use-of-force qualifications mandated by the BC Provincial Policing Standards.

Orientation and Pre-Deployment Training

One important component of the Surrey PD's training plan will be the orientation training. When new police recruits and currently serving experienced officers are hired, they undergo a period of orientation during which they are provided with the most up-to-date training and courses necessary for operational deployment. The goal of this orientation training is to equip officers with all the knowledge and information they need to perform their job effectively and competently. The Surrey PD will have many potential options around how this training is delivered to its members.

Since a large number of Surrey PD officers are initially expected to be experienced applicants, it will be necessary to ensure that those who are hired for operational duties are fully deployable as soon as possible. Similarly, as new Surrey PD recruits graduate from the JIBC Police Academy, it will be incumbent upon Surrey PD trainers to equip them with any additional Surrey-specific knowledge, both practical and organizational, they will need as they begin to serve Surrey citizens.

Experienced candidates are experienced police officers and, as such, should not require extensive training before they are operationally ready to police Surrey. One exception is that experienced candidates who have not been trained and did not previously work in BC must complete some mandatory courses that cover, for example, the BC emergency vehicle driving regulations, domestic violence investigation standards, and crisis intervention and de-escalation training. At the VPD, instruction topics and orientation activities given to VPD experienced hires during their enrollment week after they are sworn in by the Chief Constable include: review of legal issues; presentations on important policies; facilities tour; uniform fitting; introductory IT training; Professional Standards Section presentation; PRIME training; familiarization with the Property Office (evidence room); pistol transition course / qualification; and use-of-force training / qualification. Ideally, firearms and use-of-force qualifications could be completed over four days (two days for each discipline), depending upon the number of candidates and any additional training that could be deemed necessary or useful.

Additional administrative updates and training, along with organizational orientation, could be completed in another 2-3 days, taking the same factors into consideration. Any experienced officer hired by the Surrey PD who has worked in BC will already be familiar with PRIME and should have the required basic knowledge of the system.

However, out-of-province experienced hires will not have used PRIME previously and will require at least 2-3 days of PRIME training before they are proficient in its use. With respect to the amount of time likely required for an experienced member to become operationally qualified in firearms and use-of-force, five hours are set aside as part of the orientation curriculum for experienced officers hired by the VPD for the transition to and qualification on the VPD-issued duty pistol used. Experienced officers also receive a full day of officer safety training, which includes force options qualifications.

Recruit officers graduating from the JIBC Police Academy are provincially qualified in the areas of use-of-force techniques and firearms proficiency. However, an orientation period is highly recommended in order to familiarize the new officers with their police organization. This is also an opportunity for them to receive some supplemental training to assist them with the transition to full-time operational policing. For example, while police recruits receive some PRIME training at the JIBC Police Academy, the VPD has determined that additional training is beneficial to assist them in becoming confident report writers and astute users of the system before they become operationally deployable. In addition, the Standard Field Sobriety Test course is taught to all new VPD recruits during the pre-deployment component of their orientation. VPD recruits also receive instruction on administrative traffic processes as part of their pre-Block 2 curriculum.

The VPD has developed comprehensive orientation syllabuses for both experienced hires and new recruits. This orientation training has been optimized over time to maximize operational readiness in an effective and timely manner. Some highlights that the Surrey PD could consider emulating include:

- New experienced hires at the VPD are provided with a self-assessment checklist that must be completed within four weeks of initial deployment. The checklist includes items like: discussing operational and administrative procedures with an assigned mentor, touring the various VPD facilities, reviewing specific VPD policies, and accessing online training portals to complete a number of courses designated as mandatory by the VPD.
- The VPD has created a comprehensive recruit development program that is divided into four separate components: orientation, pre-Block 2, post-Block 2, and pre-deployment. The goal in each case is to ensure that VPD recruits gain the confidence they need to be successful throughout the entire training process. Instruction topics include traffic studies, sensitivity training, police car and radio familiarization, report writing, information management training, PRIME training, police judo training, professional standards, general investigations, surveillance, social media and technological investigations, domestic violence and criminal harassment investigations, forensic video analysis, boxing and pinning, and Standard Field Sobriety Test training.

For its part, the Surrey PD will need to ensure that its officers receive all necessary pre-deployment training.

Mandatory Training

Some police training is mandatory in the sense that it will be required of all Surrey PD members, not only because of standards set by the Province but also because of certain mandatory guidelines set by other governing bodies as well. Among others, Surrey PD members will need to receive adequate training in relation to firearms, use of force, intermediate (“less lethal”) weapons, and crisis intervention and de-escalation.

They will also need to become familiar with various procedures and standards applying to missing person investigations, major case management, domestic violence cases, and PRIME-BC.

The BC Provincial Policing Standards define certain mandatory training requirements for all police officers working in the province, and establish some underlying principles to guide certain types of investigations. This ensures procedural consistency across police agencies and facilitates information sharing. For example, the BC Provincial Policing Standards stipulate that police officers must successfully complete a training course for each type of firearm issued to them, and are initially qualified before they are authorized to carry and use a firearm or ammunition. Officers must then qualify annually on the use of these firearms. Officers authorized to carry a firearm must also, every three years at a minimum, complete practice training regarding firearms tactics and use-of-force decision-making, and shooting at distances of 25 metres and greater. Written records must be maintained to document the firearms qualification tests and training completed by each officer.

In 2000, the Canadian Association of Chiefs of Police (CACP) established the National Use of Force Framework, which brought together the best theory, research, and practices from across the country with respect to police use of force. This model promotes continuous critical assessment and evaluation by police officers involved in potentially violent situations. It specifies that officers may employ appropriate force options to resolve incidents in a reasonable and effective manner. It also provides a basis upon which individual organizations can establish their own use of force models and policies. The BC Provincial Policing Standards mandate that police agencies must have an approved use-of-force model in place, and that each police officer must successfully complete and qualify on a training course. Officers must also requalify regularly on the use-of-force model and techniques. The provincial standards also stipulate that a police department’s use-of-force policy and procedures must give direction on, at least, the following force options: i) officer presence; ii) communication; iii) physical control, iv) intermediate weapons; and v) lethal force. As an example, before they are considered operationally deployable, all VPD officers must be qualified, at a minimum, in the proficient use of collapsible baton, pepper spray (also known as oleoresin capsicum or OC spray), and vascular neck restraint force options techniques. Again, written records must be kept to show the training and requalification courses completed by each officer.

The BC Provincial Policing Standards also describe the training requirements, maintenance of qualifications, and recordkeeping standards that must be met by all police use-of-force instructors. There are several pre-requisites before a police officer can qualify for use-of-force instructor training. This includes having no less than four years of law enforcement experience, and not having any substantiated use-of-force complaints or findings of related misconduct within the previous five years. The training requirements include completing a provincially-approved instructional skills course, as well as BC’s Standardized Use of Force Instructor Course or some equivalent provincially-approved instructor training.

The provincial standards also stipulate that instructor qualifications must be continuously maintained, and any lapse in those qualifications requires a rigorous re-certification process.

The BC Provincial Policing Standards also address the approval, training, and qualification requirements for intermediate weapons. Intermediate weapons are those whose normal use is not intended or likely to cause serious injury or death. They include Conducted Energy Weapons (CEWs), also commonly referred to as “Tasers”. There are specific certification requirements devoted to, for example, CEW operators.

This includes successfully completing a provincial CEW Operator Training Course and passing the final assessment portion of the training at least annually. An additional related standard is that all on-road supervisors must be equipped with and carry in their police vehicles Automated External Defibrillators (AEDs). All members authorized to use the AED must receive and maintain the relevant training.

Another provincial standard states that every frontline police officer in BC must successfully complete BC’s Crisis Intervention and De-escalation (CID) training course. This includes frontline supervisors, recruits prior to graduating from the JIBC, and RCMP cadets prior to completing their field coaching period. The course is also offered as remedial training to frontline police officers who are deemed unable to effectively utilize the relevant techniques. A provincially-approved refresher course must also be completed every three years by all officers. At the VPD, for instance, the refresher course is offered as part of an online learning system.

As a result of the report from the Missing Women Commission of Inquiry, new provincial policing standards for missing person investigations came into effect in September 2016. The standards were implemented to ensure that a consistent approach is taken towards these investigations throughout BC.

All police agencies must ensure that their policies and procedures regarding missing persons are consistent with the new standards. While there is no mandatory training course associated with these standards, it is important that all police officers remain familiar with the underlying principles and requirements.

In 2017, new standards for Major Case Management (MCM) were also developed as a result of the Missing Women Commission of Inquiry to provide consistency and ensure the use of best practices in major investigations conducted by police. These standards were updated as recently as early 2019. The standards identify the types of investigations where MCM procedures are automatically required. It is therefore imperative that police officers assigned to relevant investigative sections receive the necessary training to become qualified so they can apply the principles and methodology. The full range of MCM training includes the following components: i) a basic course (at the VPD, this is a three-hour online portion of the “Major Crime Investigative Techniques” course); ii) a four-day File Coordinator course; iii) an eight-day Lead Investigator course; iv) and finally a nine-day Team Commander course. The VPD is currently developing in-house MCM training and the goal is that this will become mandatory training for anyone assigned to work in an investigative section. MCM training is also available through outside agencies, such as the JIBC, the RCMP Pacific Region Training Centre in Chilliwack, and the Canadian Police College in Ottawa.

The BC Attorney General’s Violence Against Women in Relationships policy sets out protocols, roles, and responsibilities for police agencies when responding to incidents of domestic violence. All police officers in BC are required to follow this policy, which outlines the steps necessary to complete a thorough investigation to ensure the safety of the victim and successful charge approval. To ensure compliance with the policy, the VPD has deemed it mandatory for all of its sworn officers to complete two online courses titled “Assessing Risk and Safety Planning in Domestic Violence Investigations” and “Evidence-Based, Risk-Focused Domestic Violence Investigations”.

In 2013, amendments to the *BC Workers Compensation Act* expanded the requirements for employers to take all reasonable steps to ensure the health and safety of its workers. The Act now designates bullying and harassment as hazards in the workplace, and states that employers must develop policy that specifically states that neither behaviour is acceptable or tolerated. For example, all VPD staff members are now required to familiarize themselves with the updated policy and complete an online course titled “Respectful Workplaces Within British Columbia”.

PRIME-BC is the mandatory police records management system BC-wide. Each individual agency must ensure that they are in compliance with the applicable PRIME-BC operational policies, procedures, and business rules. This is typically accomplished through formal training and refresher courses.

Firearms and Force Options Training

Firearms and force options training are two areas of practical importance in which police officers must be proficient to be deployable. Each area is also governed by mandated provincial qualification standards, and a significant commitment of time and staff is required to ensure these are met.

Training in firearms and force options will be an extremely important consideration for the Surrey PD. Recruits graduating from the JIBC are qualified to provincial standards during their time at the Police Academy. As such, they do not need to be re-trained prior to deployment. However, as these qualifications expire, consideration must be given to where re-qualification for Surrey PD officers will take place. While experienced officers hired by the Surrey PD from other police organizations may have held current qualifications, the Surrey PD should nevertheless re-train and re-certify them as a matter of policy. This would contribute to ensuring consistency, both around the standard of training and in the way provincially-mandated training and qualifications are documented.

Logistically, the Surrey PD will have to identify possible locations where its officers can complete their initial firearms and force options training before they can be considered operationally deployable. Firearms and force options training will also be required on an ongoing basis for the foreseeable future so a long-term option is also required for the Surrey PD. Possibilities available to the Surrey PD include the City of Vancouver's Tactical Training Centre, the JIBC, or a private range facility:

- One option available to the Surrey PD would be to rent the range and gym facilities at the JIBC. While New Westminster is much closer in proximity to Surrey, the JIBC is used by several different agencies and organizations for ongoing training. Surrey PD would be competing with several other JIBC clients and therefore availability might be limited. Before this option can be executed, further examination would be required and an agreement would have to be reached with the JIBC.
- The Surrey PD could also consider renting the Tactical Training Centre (TTC) operated by the City of Vancouver. The purpose-built facility houses two shooting ranges, a control tactics gym, two simulation rooms, and two classrooms. The facility is used extensively, but not exclusively, by the VPD. Other police and law enforcement organizations can rent the various training spaces and can purchase training ammunition directly from the City of Vancouver. These client organizations can train with their own instructors or can engage the services of VPD trainers for a fee.
- The VPD also offers a Range Officer course that teaches participants how to use all the range equipment and facilities in a safe and proficient manner. While the TTC is used extensively by the VPD, there would still be space and time available for use by the Surrey PD, especially if the facility's hours and days of operation were expanded to accommodate multiple shifts daily. While the TTC is not geographically close to the City of Surrey, the Surrey PD could consider using buses or vans to transport groups of officers to and from the facility, as needed.
- Finally, there are several private shooting range facilities, both outdoor and indoor, operating throughout Metro Vancouver. The Surrey PD could consider contracting one or more of these facilities, especially if some of those are geographically located in Surrey, Delta or Langley.

While the Surrey PD will probably have to look for an external partner to train and qualify its officers in the use of police-issue firearms, it may not be necessary to do the same for its force options training. As long as the Surrey PD has access to adequate gym training space within one of its facilities, the Surrey PD Training Unit should be able to train and qualify Surrey PD officers in-house once the department has been launched and is solidly implemented.

In consultation with the VPD Training Section and considering best practices, it is projected that up to 400 Surrey PD members could complete their firearms and use-of-force qualifications within a four-week period (20 business days) using the facilities available at the City of Vancouver's TTC. New recruits graduating from the JIBC Police Academy during this time will already be freshly trained and therefore will not be required to attend the TTC for any additional training or qualifications. This is why they are not factored into these projections. Officers would be divided into groups of 40 (10 groups with 40 officers each = 400 officers total). Each group of 40 officers would be scheduled to attend the TTC over two consecutive days.

Half of the group (20 people) would spend one day completing their firearms training and qualifications at the shooting range, while the other half would spend the same day in the gym doing use-of-force training and qualifications. Both groups of 20 would switch places the following day. After one group of 40 completes its two days of orientation training, the next group of 40 would then attend the TTC for two days, and so on. While a more detailed training plan for new Surrey PD officers will ultimately be required, the strategy proposed here would address immediate deployment needs within a total lead-in time of four weeks (10 groups with 40 officers each who each require two gym days and two range days = 20 business days = 4 weeks).

This pre-deployment training plan would require a minimum of six range instructors each day (three for each range) and a minimum of four force options instructors each day to administer the training inside the gym.

Best Practice Training

Besides courses and training requirements mandated by the BC Provincial Policing Standards, there are also other policies and courses that contain crucial information applicable to operational policing. Additional operational and administrative training considerations are also desirable and could be considered best practices within law enforcement. This includes, for example, training around impaired driving investigations, the administration of Naloxone, and immediate rapid deployment.

Impaired driving investigations are common in operational policing, but can be complex to navigate due to ever-evolving legislation and reporting requirements. Surrey PD officers will almost surely encounter impaired drivers on a regular basis and should be knowledgeable about the available tools and applicable legal standards in order to properly investigate them. Various training and qualification options exist for officers who wish to rely on the best up-to-date practices related to impaired driving investigations.

In 2016, a marked increase in the use of dangerous and unpredictable opioid drugs such as fentanyl triggered the need for the VPD to develop ways to protect its staff from exposure and to provide frontline officers with the ability to treat members of the public suffering from the effects of an overdose. A comprehensive training program was developed for VPD staff around the administration of Naloxone in the form of a nasal spray, before individual kits were distributed to frontline officers. All VPD officers are now automatically registered for an online Naloxone training course prior to being issued their own kit. The procurement of Naloxone kits for frontline Surrey PD officers, as well as their training around the use of those Naloxone kits, should be a consideration for the Surrey PD. Even accidental exposure to fentanyl and its analogues remains an important safety issue for both police officers and the general public. Fortunately, Naloxone can mitigate this risk.

The VPD has developed specialized tactical training in relation to Immediate Rapid Deployment (IRD) response tactics. These are law enforcement tactics that have been proven to be most effective and have the potential to save the most lives during an active deadly threat situation, such as a school shooting. Such situations are rare but represent extremely high-risk events. At the VPD, this IRD training is mandatory. In order to meet the VPD's training standards in this area, officers must complete an online course as well as a practical training component. The same or similar training would also be relevant for Surrey PD officers.

The VPD has also developed a joint Rescue Task Force, which is a coordinated, unified response between emergency service providers to deal with active deadly threat incidents. Casualty clearing teams consisting of VPD and Vancouver Fire Rescue Services personnel are responsible for the immediate treatment and triage of critically wounded victims at the scene, before they are evacuated to waiting BC Emergency Health Services ambulances for further medical aid. Firefighters, alongside police, will be able to enter a scene much earlier to provide prompt medical aid and pre-hospital care to patients before they suffer life-threatening injuries. The Rescue Task Force is an example of first responders working together to make communities safer in Vancouver. This initiative could serve as a model for the Surrey PD and the Surrey Fire Service, who could work together similarly for the safety and benefit of Surrey residents.

Separate from the training and qualification standards set out by the BC Provincial Policing Standards and other governing bodies to which police agencies must adhere, there are extensive additional training requirements for specialized investigative and tactical sections within each individual department. For each of its own specialty units, the Surrey PD will need to identify courses to help the officers and civilian staff members working there to be fully trained and qualified to perform their specialized duties.

Cycle Training

At the VPD, patrol officers are paid for a total of 2,080 hours per year (40 hours per week times roughly 52.143 weeks per year on average) but are only scheduled to work regular patrol shifts for roughly 2,053 hours or so (365 days divided between two sides, Even and Odd, times 11.25 hours per shift on average). The difference is made up by Cycle Training days that fall on days where the officers would normally be off. This reconciles the annual number of hours worked with the number of paid hours. The VPD patrol shifting model allows for four Cycle Training duty days per year and these duty days are designated strictly for training purposes. The main advantage is that Cycle Training days do not take resources away from regularly scheduled patrol teams so there is no need to backfill or call out officers on overtime. The topics covered during Cycle Training days are fairly consistent each year. However, the specific content varies each year and there is flexibility to accommodate changing training needs and requirements. Cycle Training days are an excellent opportunity for necessary training to be delivered in a timely, consistent, and easily documented manner to all VPD frontline members. A similar benefit could be achieved at the Surrey PD. In fact, the operational shifting model proposed by the Technical Assistance Team, based on 11.25-hour shifts, is specifically designed to allow for Cycle Training days. This keeps officers up-to-date.

9. Information & Technology

Technology Framework for Municipal Police

Within a municipal police department, the network architecture and security are the foundation upon which technology services reside. These technology services are governed by various standards, policies, and best practices. This section will endeavor to outline the IT standards which must be adhered to, and the considerations needed for transition.

National Police Services

The RCMP is the steward of the cluster of programs known as the National Police Services. National Police Services was created following the Federal/Provincial Conference on Organized Crime in 1966. During the Conference, the federal government committed to providing a range of services to the policing and criminal justice communities. Approximately 70% of National Police Services clients are external to the RCMP. The specialized police support services provided by National Police Services include Forensic Science and Identification Services (including Canadian Criminal Real Time Identification Services or CCRTIS), the Canadian Police Information Centre (CPIC), the Violent Crime Linkage Analysis System (ViCLAS), and the National Sex Offender Registry.

CCRTIS includes the National Repository of Criminal Records. Based on fingerprint records, this databank contains information about each person's criminal history, including charges and the court's final ruling. Only RCMP-certified devices can be used to interact with the system that supports the National Repository of Criminal Records. The specific installation and configuration of these certified devices must be approved by the RCMP. Access to criminal records is controlled by security measures that comply with the security standards set by the Treasury Board of Canada.

CPIC provides investigative, identification, intelligence, and ancillary data on persons, vehicles, marine vessels, property, driver's licenses, warrants, criminal records, fingerprints, firearms registration, surveillance, inmates, and the Automated Canada / United States Police Information Exchange System (ACUPIES). CPIC information is shared with other law enforcement organizations across the country, federal government organizations like the Canadian Security Intelligence Service (CSIS) and the Canada Border Services Agency (CBSA), as well as a number of American police departments through the U.S. National Law Enforcement Telecommunications System (NLETS).

Category 1 Agencies

In the context of the regulatory and policy framework applicable to technology services within Canadian municipal police departments, Surrey PD will be considered a Category 1 police agency as long as it obtains proper approval and endorsement from the Canadian Police Information Centre (CPIC) on the written advice of the Director General in charge, the RCMP National Police Services and CSIS. By definition, a Category 1 agency has full peace officer authority and its primary role is law enforcement. Category 1 police agencies can access various investigative, identification, intelligence and ancillary data banks and communication systems.

Category 1 agencies also must meet several regulatory requirements. For example, they are required to access and store information on the systems hosted by National Police Services (including CPIC) in accordance with all the applicable legislation.

National Police Services Network

To access National Police Services resources such as CPIC, the Police Information Portal or the National Sex Offender Registry, each police agency in Canada connects to the National Police Services Network (NPSNet), which has evolved over time into a multi-purpose secure communication pathway for all law enforcement and criminal justice, federal, provincial, local, and foreign agencies. All independent police agencies that use the NPSNet are required and responsible to adhere to minimum standard security measures. The integrity of all systems connected to NPSNet is dependent on the security policies and practices of every individual agency linked to it. In other words, the critically sensitive data of all connected agencies could be compromised even if only one individual law enforcement agency had an information security breach. Each agency that accesses NPSNet is therefore dependent on the security practices of the agency with the weakest security posture. Because of this, it is imperative that all NPSNet partners follow appropriate security measures and best practices in order to protect their police IT systems, along with the sensitive data they hold, from unauthorized access or intrusion. The security of the entire network support the Canadian law enforcement community can only be assured when agency-level security measures are in place.

Other IT standards that apply to BC municipal police agencies in particular include some BC Provincial Policing Standards that dictate certain technology standards, systems, and practices. Agencies participating in PRIME-BC must also ensure that their business practices comply with the PRIME-BC Operational Policy and Procedures. While agencies have latitude in developing agency-specific policy to suit their individual business practices, participating agencies must ensure that such policy is not in conflict with the PRIME-BC Operational Policy and Procedures.

Network Architecture, Security, Identity and Access Management Standards

Continuity and integrity of the services offered and the information residing within the secure digital boundary of the police department must be maintained at all times throughout the entire information lifecycle. Within that framework, the network architecture and security must qualify as a restricted, secured, and independent technology infrastructure with no unauthorized or uncontrolled access and no connections with non-secure networks. This security posture is for the protection of the individual agency as well as the broader law enforcement community as a whole.

The primary objective for the Surrey PD throughout the transition from Surrey RCMP will be to maintain all the required standards in terms of network architecture and security, as well as identity and access management.

IT Transition Framework

Current State of the Surrey RCMP's IT Infrastructure

In relation to the Surrey RCMP's IT infrastructure, the mandate of the Technical Assistance Team was to conduct a preliminary assessment based on the current understanding via the City of Surrey in order to formulate an initial plan (or considerations for a plan). The Technical Assistance Team worked collaboratively with the City of Surrey in developing this preliminary IT plan. While the Technical Assistance Team was not mandated and did not attempt to conduct a detailed assessment and inventory of all of the components and dependencies comprising the entire IT infrastructure of the Surrey RCMP and RCMP 'E' Division, it is assumed that at least some of the foundational layers required to support the day-to-day technological needs of the Surrey RCMP may not necessarily be located or maintained within the Surrey RCMP but are instead hosted centrally by 'E' Division and/or Shared Services Canada. This may include the IT management structure, specialized IT security systems, and some components of the IT infrastructure. For reference, the IT infrastructure includes items such as hardware, software, network connections and routers, data storage servers, Voice-over-Internet Protocol (VoIP) phones and servers, voicemail systems, mobile data management platforms, Private Branch Exchange (PBX) phone systems, the associated cabling, etc.

Objectives of the IT Transition

In determining the optimum way to transition any public safety service, the most important considerations are the potential impact to public safety and service delivery, the safety and support of the first responders during the transition period, and the sustainment efforts that must occur after the transition. Policing and public safety are highly dependent on the accuracy, speed, and dependability of certain mission-critical communication and information sharing systems. These systems must run 24 hours a day, 7 days a week without disruption or downtime. This is why they are a foundational consideration for the Surrey PD's IT transition.

A key challenge for Surrey PD will be to rebuild in-house the functionalities currently provided by the existing IT infrastructure supported by Surrey RCMP and RCMP 'E' Division, while minimizing disruption or downtime. Since critical public safety systems, including 9-1-1 call taking and police dispatching reside on this IT infrastructure, any significant downtime could jeopardize public and officer safety. Moreover, police operational systems and administrative systems contain sensitive information assets so access to these systems will need to be tightly controlled and managed (both physically and virtually) throughout the entire transition. To ensure public and officer safety, as well as an orderly transition, it is critical to maintain some existing systems throughout the transition. This will help ensure the availability, integrity, and confidentiality of all information assets of both the Surrey RCMP and the Surrey PD.

The two options outlined below will allow the Surrey PD to achieve all this.

Option A: Overlay of New Surrey PD Systems with Current RCMP Infrastructure

One option (OPTION A) for the Surrey PD would be to implement the technology required to replace certain IT systems and overlay these new Surrey PD systems with the existing critical IT infrastructure at RCMP 'E' Division on a provisional, temporary basis. However, it is also possible that this could serve as a long-term solution. In other words, the Surrey PD could contract back the same IT infrastructure and support that the Surrey RCMP currently benefits from. This would minimize disruption, facilitate an orderly transition, and mitigate the associated risks to the public and officer safety. Administrative and support systems, as well as public-facing citizen-centric systems, would still be fully replaced to make way for brand new IT systems adapted to the needs of the Surrey PD.

However, the foundational IT infrastructure and the operational systems it supports would continue to be hosted by the RCMP, either within Surrey RCMP Headquarters, at RCMP 'E' Division Headquarters (Green Timbers), or at Shared Services Canada. This option could involve a fee-for-service model with the RCMP accompanied by a service level agreement.

This transition strategy means that the Surrey PD would continue to rely on many of the technology systems currently in place at the Surrey RCMP, while blending in new technological systems and replacing existing IT systems and infrastructure as the equipment or software reaches end of life. This hybrid implementation strategy would allow the Surrey PD to progressively "ease in" towards a self-contained and self-managed in-house IT infrastructure. This would reduce the required IT project scope, risks, costs, and timelines. Importantly, it would also ensure an orderly transition between the Surrey RCMP and Surrey PD. Nevertheless, the plan would be to blend in as many new technological systems as possible without compromising the transition or public safety. Finally, it would allow for some proper transition planning around the support services currently provided by Surrey RCMP, for example, to the White Rock RCMP and IFIS.

Fortunately, many critical operational systems such as PRIME-BC, E-Comm's 9-1-1 call answer service, CPIC, and other related systems provided to all Canadian police agencies by RCMP National Police Services will remain intact during the transition. These functions are currently delivered as a service to Surrey RCMP and the Surrey PD will be able to take advantage of those same services. Operational systems that are delivered or supported by RCMP 'E' Division can be contracted back under a "Managed Services" model. Over time, these services could then be transitioned to an external vendor or another police department, or could be installed in-house at Surrey PD Headquarters. Depending on the best overall value for the Surrey PD and the RCMP's willingness to remain a long-term law enforcement partner to the Surrey PD, the IT services provided by RCMP 'E' Division on a contractual basis could also remain in place indefinitely.

For their part, the administrative support systems required by Surrey PD could be installed in-house in the first instance. Alternatively, they could also be the object of a shared service agreement with the City of Surrey or could be made available via external vendors. Leveraging the existing City of Surrey systems or putting in place shared service agreements would have significant financial benefits because economies of scale would be achieved. For example, the City of Surrey's existing enterprise resource planning (ERP) systems should be able to handle adequately all Surrey PD's personnel management, financial and supply chain management, and HR software needs, at least during the transition phase. The City could also procure a workforce scheduling and management system that would be hosted on its own servers on behalf of the Surrey PD.

As the Surrey PD develops into a standalone corporate entity with its own online presence, it will have to establish early its own corporate brand on various public-facing and citizen-centric systems. Of course, while the City of Surrey could host and manage the required back-end IT systems and infrastructure, the Surrey PD will be responsible for updating the content on whatever platform is used.

For implementation purposes, this approach would still require a detailed inventory and identification of Surrey RCMP systems and infrastructure components, along with their interdependencies. Such inventory would be conducted as part of a more detailed IT transition and implementation plan, along with a detailed gap analysis, impact analysis, and scope analysis.

In order to support these efforts, a joint IT transition team could be assembled with participation from the Surrey PD, City of Surrey, and the RCMP. External partners and subject matter experts could also be included. This joint transition team would be assigned to plan, build, implement, test, and transition the infrastructure while minimizing risk and disruption to on-going public safety operations. This level of analysis was not within the scope of the Technical Assistance Team and would be the next logical step towards an IT transition once Surrey PD is officially launched.

Option B: Transition to New IT Infrastructure for Surrey PD

The other option (OPTION B) for Surrey PD would be to implement completely new IT infrastructure and systems to replace everything that the RCMP currently provides to the Surrey RCMP in terms of technological services. It is assumed that most of the existing hardware and software would be replaced with modern IT equipment that meets the latest law enforcement standards, both in terms of functionality and reliability. This would include, without being limited to, the newest hardware, software (including cutting-edge network security software and a full suite of business intelligence and software), all the necessary network equipment and network management software, a data storage array, and brand-new VoIP phones for Surrey PD personnel.

Some collaborative negotiation would need to occur in order to facilitate the progressive transfer of existing systems and hardware infrastructure currently under RCMP control and management to the Surrey PD. The financial implications would likely depend on the agreed-upon depreciation schedule that reflects the fair market value of IT assets currently under RCMP control. This has yet to be determined and is not within the Technical Assistance Team's span of influence during this phase of work. It would also hinge significantly on what IT equipment the City of Surrey previously paid for under its RCMP Policing Agreement, because this is likely to effectively define ownership of the equipment. In particular, any recovery from the RCMP (e.g. based on fair market value) would mitigate and offset the project transition costs because those are based on the idea that the Surrey PD would procure brand-new IT equipment.

IT Transition Costs

While a considerable amount of uncertainty remains, the high-level cost estimates presented below are believed to be prudent in informing decision-makers at this phase of the transition. A few cost-estimating methods have been used in parallel in order to triangulate cost estimates that are both plausible and realistic based on the Technical Assistance Team's high-level understanding.

Both IT transition options are summarized in the following table, along with the estimated costs associated with each. Because it is likely that certain assumptions can be weakened and fine-tuned, the Technical Assistance Team proposes a range as opposed to a single financial estimate. In any case, the following estimates should be considered order-of-magnitude approximations only.

Option	Mission-Critical IT Infrastructure	Administrative Support Systems	Estimated Capital Costs	Projected Installation Costs
A	Contracted Back from RCMP	Surrey PD, in partnership with City of Surrey, vendors, and external partners.	\$3.6 million	\$4.0 million
B	Surrey PD	Same.	Option A + \$11-14.9 million	Option A + Roughly \$2 million per year × 6 years

Option A (Overlay of New Surrey PD Systems with Current RCMP Infrastructure) would involve contracting back from the RCMP for certain mission-critical operational IT systems while implementing self-contained in-house solutions to replace administrative systems that will disappear when the Surrey RCMP transitions to Surrey PD. These administrative systems would be completely separated from the RCMP and housed within the Surrey PD or City of Surrey’s IT network. The Technical Assistance Team tentatively estimated that this scenario would involve one-time costs of approximately \$7.6 million over two calendar years. This would include a one-time capital investment of roughly \$3.6 million (e.g. hardware and software purchases) plus one-time implementation costs of \$4.0 million (e.g. salaries for IT staff and external contractor fees). These IT expenditures would be incurred late in 2019, throughout 2020, and in early 2021. Thereafter, the main ongoing annual cost would be the fee-for-service charged back to Surrey PD by the RCMP ‘E’ Division. The RCMP would be paid for any services provided during the transition period (subject to negotiations). As this is the option recommended by the Technical Assistance Team, the proposed operating budget for Surrey PD conservatively includes a fee-for-service charge, which was estimated based on the input of IT and Finance subject matter experts.

Option B (Transition to New IT Infrastructure for Surrey PD) would involve replacing the Surrey RCMP’s IT infrastructure and systems and installing completely new IT infrastructure and systems at the Surrey PD. Subject to further negotiation and later determination, however, there might be some IT equipment items that the City of Surrey already paid for outright or otherwise would be able to keep for a price that would have to be negotiated with the RCMP and determined later as part of the transition. For example, it is plausible that the City of Surrey already paid for some tangible IT assets currently used by the Surrey RCMP such as printers and plotters, desktop computers, laptops, and computer monitors. Depending on what equipment can be reused by Surrey PD, the Technical Assistance Team has tentatively estimated that between \$11.0 million and \$14.9 million in *additional* IT capital asset expenditures would be required over an implementation timeline of up to six years. The associated implementation costs would be approximately \$2 million per year on average, although the actual IT implementation timeline will dictate how much is actually spent each year. In fact, the Technical Assistance Team estimates that this amount is at the top end of the plausible range that could be expected.

If economies of scale could be leveraged and productivity gains could be achieved by erecting the full transition project over six years, the total cost could be reduced significantly. For example, timing the implementation of new IT systems with end-of-life replacement and upgrade cycles would contribute to reduce waste and further reduce the added capital costs. The idea is that many of the IT expenditures that are accounted for in the IT transition plan would have been incurred regardless in order to keep up with ongoing technological developments, even if the Surrey PD transition did not take place.

Other IT Considerations

A comprehensive change impact analysis would be desirable for the IT systems and infrastructure elements that are expected to remain intact throughout the transition. A more detailed analysis may reveal that the elements and configurations of each system may need to be changed or reconfigured based on dependencies with the new systems being installed. As part of the transitional phase, the Surrey PD could rely on a subject matter expert who has experience dealing with IT contracts or software licenses in order to negotiate and migrate the Surrey RCMP's existing IT contracts, maintenance agreements, software licenses, and hardware warranties over to the Surrey PD. Finally, it is recommended that a network security assessment and a formal Threat & Risk Analysis of the network infrastructure be conducted at various stages during the migration efforts. A similar assessment should take place initially to evaluate the detailed transition plan itself. A risk mitigation strategy could then be developed in order to guarantee the continuity and integrity of the IT network and systems supporting the Surrey PD.

In conclusion, the Technical Assistance Team finds that the Surrey policing transition will be feasible with the two options presented earlier. A first approximation of the scope and costs of these options has been documented for decision makers moving forward. Other IT considerations specific to the Surrey OCC are also addressed in Chapter 10.

10. Transition Framework

Staffing Transition

The Technical Assistance Team has completed an outline of considerations for a transition plan. The plan extends from the hiring of a Chief Constable and Recruiting Team in the beginning of the transition period and ends with the full stand-up of frontline resources leading up to the actual transition or go-live date. This is a suggested model and an initial approximation.

While the focus of this transitional plan is on staffing and logistics, other considerations such as community consultation and strategic planning will have to be considered as part of the transition. Once provincial concurrence of the transition framework is received, extensive public consultation will begin to determine policing priorities for the new Surrey PD. This public consultation will be central to forming the first Surrey PD Strategic Plan. Additionally, members of the Transition Team could be devoted to interviewing Surrey RCMP sworn and civilian staff to ensure that existing programming is reviewed to determine how it can be carried on or improved upon.

The plan addresses several Surrey PD staffing needs and divides those across five general milestones:

- Milestone 1: Foundations and Recruiting Process (19-21 months prior to transition date)
- Milestone 2: Training, Policies, and Equipment (12-18 months prior to transition date)
- Milestone 3: Recruiting and Training Progress (7-11 months prior to transition date)
- Milestone 4: Management and Emergency Planning (2-6 months prior to transition date)
- Milestone 5: Staffing Leading Up to Transition Date (one month prior to transition date)

Each milestone is explained in what follows. The timeline is meant to inform decision-makers on some of the higher-level considerations required for the transition, including the expected costs that will be involved leading up to the transition date. While specific roles are identified for the Transition Team, team members will have flexible job descriptions and will work in various areas as required during the transition.

Milestone 1: Foundations and Recruiting Process

This early transition phase will lay the initial staffing foundation for the Surrey PD recruitment efforts. A Chief Constable or interim Chief Constable will be hired, along with an entire Recruiting Team and Public Affairs staff. The following table summarizes what Surrey PD positions should be filled 19-21 months prior to transition date.

Table 19. Transitional Surrey PD Hiring 19-21 Months Prior to Transition Date

Area	Positions	Responsibilities
Chief Constable	Chief Constable	Lead the development of the Surrey PD
Recruiting	1 Inspector 2 Sergeants 20 Constables 3 Civilian Clerks	Begin recruiting process
Public Affairs	Communications Manager	Aid in recruitment and public communication
Human Resources	1 Inspector	Strategic HR planning

The Chief Constable should be hired between 19-21 months (e.g. July to September 2019) prior to the planned go-live date of the Surrey PD (April 1, 2021). Identifying the leader of the Surrey PD will be crucial in setting the tone of the organization, establishing the organizational culture, and attracting quality recruits and managers. Some of the immediate responsibilities of the new Surrey PD Chief Constable will include the hiring of the Surrey PD’s HR Inspector, Recruiting Inspector, and Communications Manager. Deputy Chief Constables will be hired shortly after.

The Recruiting Inspector will be responsible to quickly recruit experienced police officers who will form the Surrey PD Recruiting Team. This Recruiting Team will immediately start working to formalize the Surrey PD’s recruiting, selection, and hiring processes. They will develop community outreach strategies and create promotional material to expand the pool of recruits and ensure the best quality candidates apply to the Surrey PD. They will plan for and initiate what is needed to recruit new police officers as well as experienced officers currently serving in other police agencies. Both new recruits and experienced members will require vetting by recruiters and background investigators in order to ensure that only the best available candidates are hired. Given the number of officers who need to be hired by the Surrey PD, this work will have to begin as soon as possible.

Another key consideration during the initial phase will be ensuring adequate expertise is in place for creating communication strategies with the public. The Communications Manager will design messaging about the Surrey PD and establish communication plans. Carefully crafted public messaging around the Surrey PD early during the transition phase will contribute to making the Surrey PD’s recruiting efforts successful and building positive relationships with the community.

Finally, as staff will be hired and active recruiting efforts get underway, the initial HR functions of the Surrey PD will need to be established. The HR Manager will also begin setting up the Surrey PD’s HR Section, including hiring staff and providing strategic guidance for the various HR functions that are required.

The expectation is that City of Surrey staff will assist during the transition. The City of Surrey will need to provide several HR functions to support the Surrey PD Transition Team, especially in terms of initially setting up electronic employee profiles (including employee numbers and payroll information), enrolling new employees into the benefit programs they are eligible for, and providing payroll services. The City of Surrey’s Finance Department, for its part, would be well positioned to help track expenditures and monitor the transition budget. Finally, it is anticipated that the Information Technology division within the City of Surrey’s Corporate Services Department will provide the IT support that is required initially.

Milestone 2: Training, Policies, and Equipment

Roughly 12-18 months prior to the transition date, Surrey PD transition staff will start researching and drafting internal policies, selecting equipment, and developing training plans. Some teams will need to be substantially or fully staffed in order to achieve this. All three deputy chiefs should be hired by this time in order to help the Chief Constable finalize key organizational decisions. These deputy chiefs will also begin work on assembling the management team in key areas of the Surrey PD. Concurrently, the Planning & Research Section will work on drafting a Surrey PD Regulations & Procedures Manual.

The following table summarizes what Surrey PD positions should be filled 12-18 months prior to the transition date.

Table 20. Transitional Surrey PD Hiring 12-18 Months Prior to Transition Date

Area	Position	Responsibilities
Divisional Offices	3 Deputy Chief Constables	Lead the development of the three major divisions of the Surrey PD
Planning and Research Section	1 Director 1 Sergeant 3 Constables 1 Analyst	Work on policy and procedures and provide strategic support
Training Team	2 Training Constables	Develop training plans
Human Resources Section	2 Sergeants 2 Constables 2 Civilians	Developing HR policies and wellness program planning
Information and Technology Team	IT Manager	IT transition planning
Operations Communications Centre	Temporary OCC Transition Plan Manager	OCC transition planning
Fleet Management Team	Fleet Manager	Fleet procurement and planning
Facilities Management Team	Facilities Manager	Facilities planning
PRIME Liaison Team	1 Sergeant	Develop PRIME planning
Information and Privacy Team	Manager	Respond to FOI requests
Other Temporary Staff	2 External Consultants 1 Transitional Procurement Manager	Provide transitional assistance Procure equipment required for the Surrey PD transition

The Training Team will be staffed at this time too. It will be tasked with developing training plans and training curriculum, especially for new Surrey PD recruits who will attend the JIBC and experienced officers who will have to be acclimatized to Surrey PD. Members of the Training Team will work closely with Planning & Research staff in areas such as training and use of force policies. The Fleet Manager and Transitional Procurement Manager will all work closely with the Training Team when selecting equipment for use by future Surrey PD officers. The Facilities Manager, meanwhile, will oversee all transitional facilities considerations.

Six HR employees will be hired during this timeframe as well. They will work on establishing HR policies. Additionally, they will develop internal processes and procedures for areas such as promotional competitions and HR-related processes. These staff members will also work on setting up employee wellness programs and supporting those members who are already working for the Surrey PD.

The Technical Assistance Team is recommending further study with regards to the Surrey OCC and technology needs of the Surrey PD. For example, there is a need to further study the actual IT infrastructure of the Surrey RCMP in order to identify any gaps or needs, including a Surrey OCC transition plan. As a result, an IT Manager and a temporary Surrey OCC Transition Manager will work to ensure their respective portfolios are ready to transition from Surrey RCMP to the Surrey PD.

Information and data ownership will be a key consideration for the Surrey PD due to the statutory duties associated with housing sensitive personal information. As such, the Technical Assistance Team recommends that an in-house legal counsel be added to the Surrey PD Transition Team. This person should be a lawyer with experience dealing with Freedom of Information requests. This lawyer will ensure that the Surrey PD remains in compliance with the *BC Freedom of Information and Protection of Privacy Act* and will be well positioned to provide other legal advice to the Surrey PD, as needed. Additionally, the PRIME Coordinator will be required to work with PRIME working groups and committees and ensure that all PRIME policies are adhered to in the lead up to the Surrey PD transition date. The PRIME Coordinator will also work to ensure that the PRIME system is configured adequately to meet the needs of the Surrey PD. Additionally, the Technical Assistance Team has accounted for at least two external consultants who will deliver input into the transition process, while providing assistance and specialized expertise to help throughout the implementation.

Again, it is assumed that the City of Surrey will provide some administrative support to the Surrey PD Transition Team. Areas like procurement and legal services will be especially important, as the Surrey PD enters into significant contractual relationships with various vendors and law enforcement partners.

Milestone 3: Recruiting and Training Progress

Aside from recruiting activities, no additional hiring will occur during this timeframe. During this time, the Recruiting Team will be recommending candidates for hire and should be filling JIBC seats designated for Surrey PD recruit hires. These recruits entering the JIBC will be among the first new officers to join the Surrey PD for the transition day.

The IT Manager, Fleet Manager, Facilities Manager, and Procurement Manager will all be continuing the work needed to prepare the Surrey PD for the upcoming transition. Procurement plans for vehicles, vehicle outfitting, police uniforms, and equipment should be completed. These plans will determine what equipment will be used by Surrey PD officers, including force options equipment, firearms, and uniforms. The Facilities Manager will be working to identify any changes required to existing City of Surrey facilities to accommodate the Surrey PD transition. Additionally, training plans will be well underway, with the goal of being ready to train hundreds of officers in the month prior to the transition date.

Milestone 4: Management and Emergency Planning

Within 2-6 months of the transition date, all remaining Surrey PD managers will be hired. These managers will lead the preparations to ready each Surrey PD Section in advance of the transition. This will include strategic planning and identifying any outstanding gaps ahead of the transition date.

The following table summarizes what Surrey PD positions should be filled 2-6 months prior to the transition date.

Table 21. Transitional Surrey PD Hiring 2-6 Months Prior to Transition Date

Area	Position	Responsibilities
Emergency Operations Team	1 Sergeant 5 Constables	Develop and adapt emergency plans
Force Options Training Team	1 Sergeant 6 Constables 1 Civilian Armourer	Develop force options training and certification plans
Traffic Support Team	2 Training Constables	Develop training plans
Human Resources Section	2 Sergeants 2 Constables 2 Civilians	Developing HR policies and wellness program planning
Section Managers	20 Inspectors	Develop plans for sections including strategic direction

The Emergency Operations Team will be fully staffed and will adapt existing emergency plans to the new Surrey PD structure. It will also identify areas where additional emergency planning is required.

The Training Team will also be fully stood up and will begin developing and planning for the use of force training and qualifications that all Surrey PD members require prior to becoming operational. Additionally, Traffic Support Team staff will work on developing training programs around drug and alcohol impaired driver recognition.

The remainder of the Surrey PD HR Section will also be operationalized to help finalize any requirements for the Surrey PD transition and to support the large number of staff who are already in place.

Community volunteers who wish to participate in crime prevention programs or previously participated in volunteer programs overseen by the Surrey RCMP will start to be officially recruited for Surrey PD volunteer programs. For example, Surrey PD volunteers may be needed for the:

- Lock Out Auto Crime program. The Lock Out Auto Crime program in Surrey currently relies on trained volunteers to raise awareness about theft from auto, including the risk of leaving valuables behind in a vehicle. The volunteers place crime prevention notices on the windshields of parked cars advising them of their “pass” or “fail” grade.
- Speed Watch program. Speed Watch is a program designed to raise awareness about speeding and deter speeders throughout Surrey. Using portable radar equipment and electronic digital boards, Speed Watch volunteers monitor speeds around school and playground zones, high collision locations, and neighbourhood streets.

- Stolen Auto Recovery program. The Stolen Auto Recovery program relies on trained volunteers to search for abandoned stolen vehicles throughout Surrey. The volunteers use a custom database and smartphone app to run license plates of parked vehicles with the goal of identifying those who may be stolen. When a plate number comes up as “stolen”, the volunteers notify police who will attend to recover the vehicle.

Milestone 5: Staffing Leading Up to Transition Date

Any experienced officer or civilian who needs to be formally hired and trained in order to be deployable when Surrey PD goes live will need to be hired before the month leading up to the transition date. For example, the contingent of Surrey PD officers available as of March 1st would be the initial staffing available for the transition date on April 1st. At this point, officers who are currently serving in another police department will be officially hired and formally trained. Recruits graduating from the JIBC will have already been hired and trained and will form a portion of the overall Surrey PD staffing.

The Technical Assistance Team estimates that at least 400 experienced members can be provided with the orientation training they require within four weeks leading up to the transition date. The majority of these officers will be patrol and frontline members and will be ready to take over frontline operations from the Surrey RCMP on the transition day. Their onboarding training will be comprised of use of force certification plus general orientation training around important Surrey PD policies as well as community contacts and key Surrey stakeholders.

A percentage could also be new recruit officers (10-15%). However, it is not optimal for the Surrey PD to deploy a large contingent of inexperienced recruits initially. These members could be field trained by other municipal police departments.

An initial pool of investigative members will be organized into two teams. These investigators will be responsible for setting up the basic framework of their work group such as establishing relationships with key stakeholders and partner agencies. They will also create business rules and investigative processes in advance of Surrey PD investigations. Once the transition to the Surrey PD occurs, these investigators will be ready immediately to assist patrol or take conduct of incoming case files. Additionally, Sophie’s Place will be fully staffed starting on transition day to ensure that crimes against children continue to be fully investigated in the best possible manner and to maintain a positive relationship with this key Surrey PD stakeholder.

Other areas have also been earmarked to be fully staffed starting on the first day of the transition. They include: the Mental Health Team, one Gang Interdiction Team, one School Liaison Team, and the at-risk youth partnership car. These are all value-added positions that provide significant community or specialized support and require continuity. Additionally, areas like Sophie’s Place and School Liaison could benefit from working side-by-side with the RCMP officers who stay behind during the transition phase.

Prior to the transition, the Surrey PD Professional Standards Section will be set up with two sergeants to liaise with oversight bodies, including the Office of the Police Complaint Commissioner and Independent Investigations Office. These resources will be available on the transition date to begin any required oversight-related work.

The sworn Surrey PD officers slated to work in the Surrey Jail will also be hired and trained during the last month leading up to the transition date. This will ensure that the sworn officers who will be required to staff the Surrey Jail will be ready to take over jail operations on the transition date.

Roughly 80% of all Surrey PD patrol officers (sergeants and constables) should be hired, trained and deployable by the transition date. This means that most patrol districts will be operating in the short term at 80% of their authorized strength. As noted previously, this is a first approximation. This initial staffing level is acceptable and will not compromise deployment levels or negatively impact public safety. At any given time in all police departments, there is some level of vacancies or absences.

Over time, officers will be required to miss duty days due to the use of annual leave, training leave, and injuries. However, during the initial transition to the Surrey PD, there will be no annual leave balance or training courses pulling members away from their patrol shifts. Furthermore, while injuries may occur on the first days, there won't be an accumulation of injuries. As such, it is estimated that 80% of the patrol authorized strength should be roughly equivalent to 100% of the Surrey PD's average long-term deployable strength. Of course, the patrol districts will still need to become fully staffed at full authorized strength shortly after the transition.

The following table summarizes what Surrey PD positions should be filled in the last month prior to transition date.

Table 22. Transitional Surrey PD Hiring 1 Month Prior to Transition Date

Area	Position	Responsibilities
Patrol Section	32 Sergeants 274 Constables	Ready for deployment on transition day
Investigations Division	3 Sergeants 30 Constables	Establish relationships and ready for first investigations
Mental Health Team	1 Sergeant 10 Constables	Establish relationships and ready for transition day
Surrey Jail	8 Sergeants 4 Constables	Ready for deployment on transition day
School Liaison Team	1 Sergeant 9 Constables	Establish relationships and ready for transition day
Gang Interdiction Team	1 Sergeant 8 Constables	Establish relationships and ready for transition day
Professional Standards Section	2 Sergeants	Establish relationships and ready for transition day
Youth Services Team	2 Constables	Establish relationships and ready for transition day

Post Transition

After the transition date, the Surrey PD will be staffed with approximately 461 sworn officers. As a result, there will still be a need to hire 286 additional officers plus 58 sworn officers intended for positions within the integrated teams and 20 CSPs. These remaining Surrey PD officers will be phased in over a period of three months. During this time, operational requirements and priorities will dictate where officers are assigned. That being said, it is expected that most areas should essentially ramp up to full staffing at a similar pace. In addition, all civilian positions should be more or less filled by the transition date as there will be minimal changes to the existing civilian staffing levels and these civilian employees are already City of Surrey employees.

As a contingency, it would be possible to meet the initial staffing needs of the Surrey PD through the secondment of experienced officers from other local municipal police departments within Metro Vancouver. As more and more Surrey PD officers continue to be hired and trained, they would gradually assume the roles previously filled by seconded members.

Concurrently to the progressive phase-in of Surrey PD officers subsequent to the transition date, it is recommended that a progressive phase out of RCMP investigators also occur. More specifically, Surrey RCMP investigators will need to conclude the case files they took on before the transition date, while the Surrey RCMP was under contract in Surrey. During this phase out, RCMP investigators will continue to work and carry the case files that they initiated.

It is expected that approximately 100 Surrey RCMP investigators will need to remain embedded in Surrey PD to finish investigations that began prior to the transition date. These officers will be phased out as investigations are concluded. It is expected that fewer than 10 officers will remain nine months after the transition and no RCMP officer should be required more than one year after the transition date.

While the transition framework seeks to have the Surrey PD staffed for the go-live date of April 1, 2021, a staggered approach to bring the Surrey PD into full operations could be utilized, if required. A staggered approach would entail each of the five Surrey PD policing districts being progressively transitioned to being policed by Surrey PD officers. This approach could be utilized to mitigate any unforeseen delays or challenges in Surrey PD assuming full operations. Under this staggered approach, RCMP officers that continue to police neighborhoods after the go-live date would be fully paid for by Surrey. In effect, this would result in these frontline RCMP officers being temporarily seconded to the Surrey PD to ensure a smooth transition that supports public safety. While the transition framework recommends that the Surrey PD assume full frontline operations on April 1, 2021, the potential for a staggered approach can be utilized as a risk mitigation strategy to ensure the successful transition to a municipal policing model.

Investigative File Continuity

It is assumed that there must be a specific transition date after which only the Surrey PD will respond to calls for service in the City of Surrey and take responsibility for determining the type of investigative follow-up required. This plan addresses files that are under active investigation by the Surrey RCMP as the police of jurisdiction prior to a transition date. Surrey PD investigators will begin to take new incoming files immediately on the transition go-live date. In other words, there are no concerns with case files that will come up on or after the transition date.

As part of the transition framework for the Surrey PD, it is recommended that a plan to address the ownership and continuity of active investigative files be considered. The Technical Assistance Team is recommending a progressive “phasing out” of key RCMP investigative resources *after* the go-live transition date, up to one year after the Surrey PD has become operational. This will ensure that files received and investigated by the Surrey RCMP while it was the police of jurisdiction under the umbrella of the Policing Agreement will be fully investigated by the Surrey RCMP instead of being passed along to Surrey PD investigators who are not familiar with the cases. Importantly, maintaining investigative responsibility by Surrey RCMP investigators would also prevent the need to transfer case files (along with the associated data and liability) to a new Surrey PD. For a number of reasons, the Technical Assistance Team recommends that no transfer of files or records occur between Surrey RCMP and Surrey PD.

Considerations that were taken into account to arrive at this conclusion include: file continuity, exhibit continuity, and ultimately public safety. Of course, this plan would ultimately be subject to a collaboratively agreed transitional contract in order to facilitate an orderly transition.

In the interest of public safety and best practices, police investigations, regardless of the originating agency, must be pursued methodically and diligently to their conclusion. Regardless of the complexity of the case files, there are a number of important factors that can contribute to successful investigative outcomes. Consistency and continuity are two key factors because they contribute to preserving the integrity of investigations. Areas where the importance of consistency and continuity is obvious include: witness and victim management; handling and disposition of evidence; investigators' notes; file knowledge (background and ongoing); ongoing legal applications such as search warrants or DNA warrants; disclosure requirements; and, preparation/recommendation of charges.

To maintain public safety and ensure an orderly transition, it is proposed that the Surrey RCMP maintain responsibility for any active files and investigations undertaken where they are the originating agency. Concurrently, Surrey PD members will be able to focus primarily on new investigations, while the knowledge base and experience that existed pre-transition will continue to benefit the public as active investigations will not be hindered, stalled, or forgotten amidst a change in organizations.

This will allow for an orderly and gradual "phasing out" of RCMP investigative resources, whereby neither public safety nor file integrity will be compromised. A more detailed agreement could be reached between the RCMP and Surrey PD to determine parameters for a long-term transition plan, particularly for case files that could become protracted or particularly labour-intensive. This plan will not apply to investigations carried out by integrated units, as these operate as independent entities bound by specific jurisdictional scopes and agreements.

The transitional staffing model proposed by the Technical Assistance Team allows for RCMP investigators to remain embedded within the Surrey PD on a contractual basis until such time as their investigations can be brought to a conclusion, or up to one year after the transition. The associated transition costs have been estimated and factored into the transition costs reported in Chapter 11. Ultimately, a plan for the continuity of active investigations will need to be determined as part of a larger collaborative effort between the Surrey PD and RCMP in advance of a transition date. However, due to the above considerations identified by the Technical Assistance Team, a transition plan incorporating a phasing out of RCMP investigative resources after the go-live date has been considered within this report.

In conclusion, police investigations are undertaken with a great deal of commitment and conscientious effort for the benefit of the public, regardless of jurisdictional authority. Investigative file continuity should therefore be considered within the Surrey PD transitional framework, as there will be active Surrey RCMP files at the transition date that will require continued investigation. Rather than simply "passing over" these case files to new Surrey PD investigators, it is recommended that Surrey RCMP investigators maintain file ownership. Again, this will result in a gradual phasing out of investigative resources that will ensure an orderly transition of responsibility for the benefit of both public safety and professional integrity.

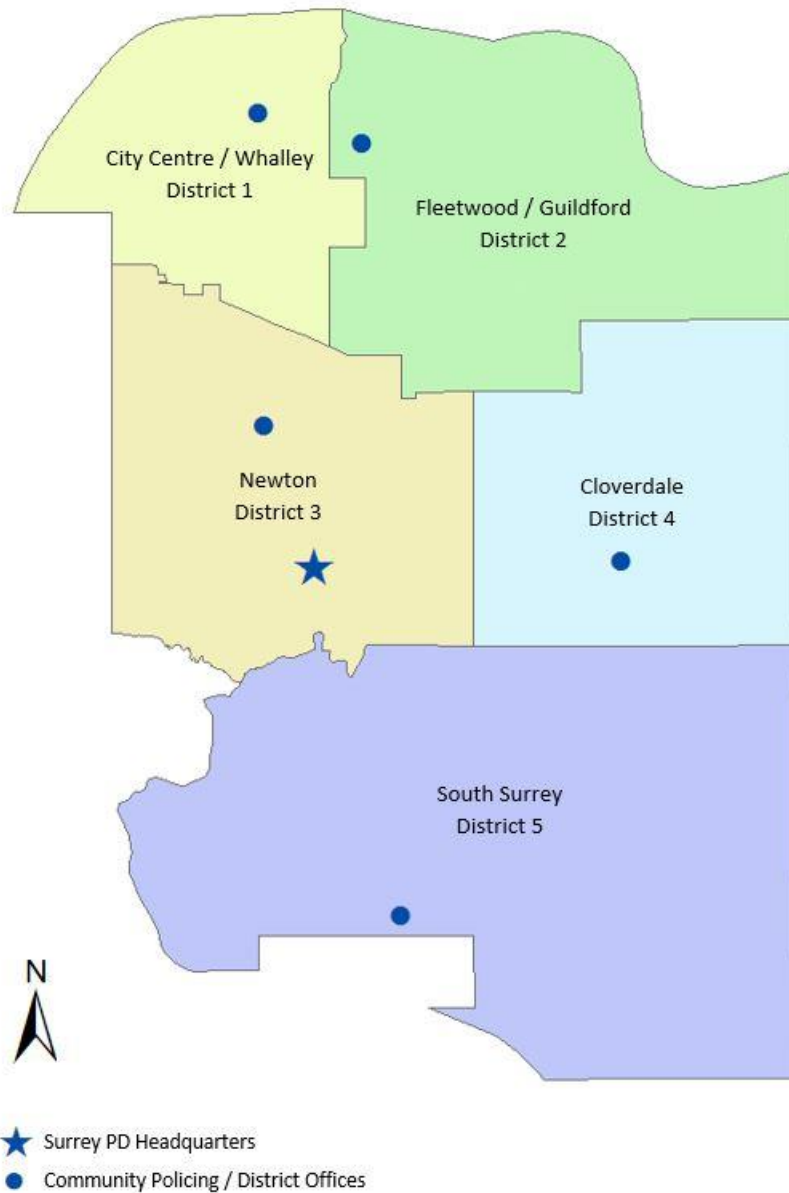
Infrastructure

The Surrey PD should fully leverage to the greatest extent possible the existing City of Surrey assets and infrastructure which are currently used to support the Surrey RCMP. These assets and the associated infrastructure will remain in Surrey even after the Surrey RCMP has transitioned out because they are owned and managed by the City of Surrey. Of course, some new assets will need to be purchased to replace those belonging to the Surrey RCMP.

Facilities

The existing facilities occupied by the Surrey RCMP already belong to the City of Surrey or, in a few cases, are leased by the City of Surrey from private landlords. It would therefore be natural for the Surrey PD to leverage these facilities. The following map shows where the five District sub-stations and the Surrey PD Headquarters will be located.

Figure 14. Map of Surrey PD Districts and District Sub-Stations



These facilities will remain key points of contact with the community and the Surrey PD should maintain a permanent sworn and civilian presence at each district office. These sworn and civilian personnel could even be supplemented at some point in the future by neighbourhood advisory boards, or some other volunteer civilian body that would act as a liaison mechanism between the Surrey PD leadership and the members of the community.

Transitional Facilities

Ideally, the Transition Team would be located in one centralized building for coordination and communication purposes. Four currently vacant City-owned spaces would be potentially available to house Surrey PD functions during the transition phase leading up to a transition date (i.e. while the Surrey RCMP continues to occupy the Main Detachment). Importantly, these transitional facilities would only be needed temporarily during the transition leading up to the go-live date. Once the Surrey PD becomes operational on the go-live date, Surrey PD resources will move into the permanent headquarters of the Surrey PD or one of the District sub-stations.

The West Main facility at 14245 56 Avenue currently has 7,000 sqft of available space, which could be repurposed to house one or more Surrey Police units. This could include, for example, the Recruiting Unit.

Approximately 11,000 sqft of vacant office space is also available on the top floor of the four-storey Surrey Operations Centre building at 6651 148 Street. The lower floors of this building currently house City Engineering's operations and administration staff. The 95,000-sqft building is located in the east quadrant of the recently constructed Surrey Works Yard and Operations Centre campus, which includes two other buildings: the North Storage Warehouse building, which is intended to provide equipment storage and loading space for the City Engineering, Civic Facilities, and Parks departments; and the West Fleet Maintenance building, which is intended to house vehicle maintenance bays, vehicle maintenance and repair shops, parts, tools repair and storage areas, and a pumps and controls shop.¹⁴³

Adjacent to the Engineering Operations Centre, there is also a City-owned facility at 14577 66 Avenue. The former manufacturing site located in an industrial area is currently leased to a TV production company but it is expected to become vacant at the end of June 2019. The location would provide a total of 70,000 sqft divided between office space (about 20 offices and meeting areas in roughly 10,000 sqft) and warehouse space.

The City of Surrey also owns the two-story building immediately adjacent to City Hall at 13490 104 Avenue. This was previously the Surrey Eye Care Centre but approximately 5,300 sqft of office and clinic space could be repurposed to serve the needs of the Surrey PD.

Since most of these sites would require some facility upgrades and renovations, \$1 million was allocated to transitional facilities as part of the transition budget discussed in Chapter 11.

Fleet Projections

Based on the operating model recommended by the Technical Assistance Team, it is estimated that the Surrey PD will require a fleet of approximately 319 vehicles in total. This would include 125 marked or unmarked operational vehicles for the Operations Division, 50 additional marked vehicles for various specialty units, 18 unmarked vehicles reserved for specific specialty units, and 126 administrative and investigative vehicles of various makes and models. The Surrey PD fleet requirements are summarized in the following table.

¹⁴³ Binnie Consulting, Surrey Works Yard and Operations Centre, <https://binnie.com/civil-engineering-consultancy/surrey-works-yard>.

Table 23. Projected Surrey PD Fleet Requirements

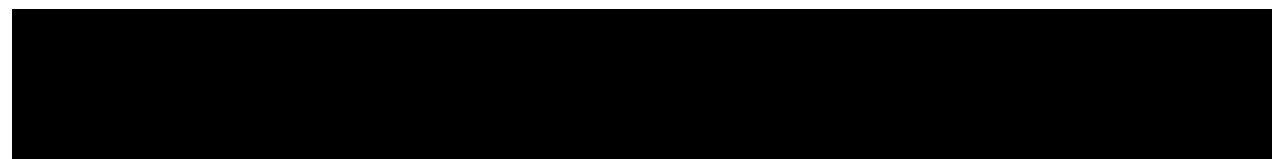
Vehicle Type	Required in Surrey PD Fleet
Marked or unmarked operational vehicles	125
Marked vehicles for various specialty units	50
Unmarked vehicles for various specialty units	18
Administrative and investigative vehicles	126
TOTAL	319

These estimates are based on an analysis of typically expected vehicle requirements by each type of organizational area. In 2003, a VPD Fleet Review was initiated to address issues around the timely replacement of police vehicles, the appropriate composition of the police fleet and the funding of the police fleet in Vancouver. The study was produced by IBM Business Consulting Services under the leadership of the City of Vancouver in consultation with VPD Fleet Services. One outcome of this IBM review was the development of a Master Fleet Schedule, a reference table providing the Key Vehicle Ratio (KVR) associated with each organizational area of the police department. The KVR for each area indicates how many officers should share each vehicle on average based on their shifting schedule and the nature of the work they perform. The KVR schedule has been used to determine the required fleet size for the Surrey PD. For the patrol area especially, the KVR takes into account shift overlaps and missed shifts while providing a smaller buffer to account for the fact that a certain percentage of vehicles will probably be unavailable at any given time due to repairs or maintenance.

Of note, the previously mentioned fleet estimates are based on a 60-40 deployment split for patrol, which means 60% of all patrol vehicles on average would have two officers while the remaining 40% would be driven by a single officer working alone. A 100% single-officer deployment model similar to the one typically used within RCMP detachments would require a larger fleet. More specifically, a total of up to 41 more Surrey PD vehicles would likely be required if all Surrey PD patrol officers deployed with their own assigned vehicle.

Fleet and Equipment Transfer

Upon termination of the Policing Agreement, the City of Surrey will have the option under article 13.1 to acquire all the equipment for which the City paid its full share (subject to any additional payment by the City to reflect the current fair market value of each item). It is the City of Surrey's position that the City of Surrey purchased and will opt to maintain ownership of all equipment originally obtained for use by the RCMP during the course of the contract. This will include the fleet of police vehicles currently used by the Surrey RCMP.



^{144,145,146} Third party disclosure rules apply to this information. Release of this information to parties other than the City of Surrey or Minister of Public Safety and Solicitor General requires the express agreement of the RCMP. Public release of this information requires the express agreement of the RCMP.

Table 24. Current Composition of the Surrey RCMP Fleet (April 2019)¹⁴⁵

Surrey OCC

A detailed examination of the Surrey OCC will be needed during the implementation of the Surrey PD. This Surrey OCC transition is directly linked to the detailed IT transition plan, as discussed in Chapter 9.

The transitional staffing plan proposed by the Technical Assistance Team incorporates a temporary OCC Transition Manager to champion this area. The main task of the Surrey OCC Transition Manager will be to prepare the Surrey OCC for the transition to Surrey PD ahead of the go-live date. Its goal will be to minimize potential business disruptions and prevent any downtime for mission-critical public safety systems. Key areas for consideration should include public safety, risk mitigation, business continuity, emergency communications resiliency and reliability, sustainability, and cost effectiveness.

Similar operational communications centre transition projects have occurred in the past. Most recently, this included the successful implementation of a consolidated South Island 9-1-1/Police Dispatch Centre on Vancouver Island.¹⁴⁷ Previously, E-Comm also managed to transition the emergency call-taking and dispatch functions of the Port Moody Police Department¹⁴⁸ and New Westminster Police Department¹⁴⁹ to the consolidated regional emergency communications centre for southwest British Columbia. E-Comm also provides police dispatch and call-taking services to the Abbotsford Police Department, Burnaby RCMP, Delta Police Department, RCMP Lower Mainland District Traffic Services (including Port Mann / Freeway Patrol), Richmond RCMP, Sea to Sky RCMP (including Pemberton, Squamish and Whistler), Stl’atl’imx Tribal Police, UBC RCMP, Vancouver Police Department, and West Vancouver Police Department.¹⁵⁰

¹⁴⁷ E-Comm (February 5, 2019). Agency transitions now complete for the South Island 9-1-1/Police Dispatch Centre. <https://www.ecomm911.ca/news/agency-transitions-now-complete-for-the-south-island-9-1-1-police-dispatch-centre-media-advisory/>

¹⁴⁸ E-Comm (May 10, 2016). Port Moody Police Department successfully transitions dispatch to E-Comm. <https://www.ecomm911.ca/news/port-moody-police-department-successfully-transitions-dispatch-to-e-comm/>

¹⁴⁹ New Westminster Police Department (February 25, 2013). New Westminster police to move dispatch to E-Comm. <http://www.911bc.com/news/new-westminster-police-department-moving-dispatch-e-comm1/>

¹⁵⁰ Surrey, Coquitlam/Port Coquitlam, Langley, and North Vancouver have their own police dispatch centres.

Other future challenges may impact the Surrey OCC and should be considered by the Surrey OCC Transition Manager. These include technology planning around the “Next Generation Radio Network” and “Next Generation 9-1-1” (NG911) systems. With NG911 services, 9-1-1 callers could eventually stream video from an incident scene, send photos of accident damage or a fleeing suspect, or send personal medical information directly to emergency responders.

Other Strategic Considerations

Change Management

The transition project undertaken by the City of Surrey clearly involves a radical change from the current state (Surrey RCMP) to a future state (Surrey PD). Effective change management will be vital to ensure a successful transition and secure the commitment of all required stakeholders.¹⁵¹ Progressive organizations design, implement, manage, and communicate change in a way that generates buy-in and commitment while reducing frictions and stress. Change management is linked closely to project management but there are important differences. While project management is focused largely on delivering the change, change management is focused primarily on helping people adapt to this change. Although there is growing recognition that these items are not sufficient to guarantee project success even amongst project managers¹⁵², project management tends to focus more on tangible issues like scope, required resources, time, and expected financial results.¹⁵³

Effective change management involves goal setting¹⁵⁴, communication¹⁵⁵, stakeholder engagement^{156,157,158}, and leadership^{159,160}. People want to feel they have some meaningful control over their work environment and have a say in the way their local services are provided. Communication ensures that organizational efforts to implement change do not occur in a silo or vacuum. Every communication is an opportunity to outline a vision of the future that people can rally around and buy into.

¹⁵¹ Kotter, J. P. (1996). *Leading Change*. Brighton, MA: Harvard Business School Press.

¹⁵² Project Management Institute (2013). *Managing Change in Organizations: A Practice Guide*. Retrieved from <https://www.pmi.org/pmbok-guide-standards/practice-guides/change>.

¹⁵³ Sirkin, H. L., Keenan, P. & Jackson, A. (2005). The Hard Side of Change Management. *Harvard Business Review*, 83(10), 108-118.

¹⁵⁴ Jacobs, G., Keegan, A., Christe-Zeyse, J., Seeberg, I. & Rundle, B. (2006). The Fatal Smirk: Insider Accounts of Organizational Change Processes in a Police Organization. *Journal of Organizational Change Management*, 19(2), 173-191. DOI: 10.1108/09534810610648898

¹⁵⁵ Schafer, J. A. & Varano, S. P. (2017). Change in Police Organizations: Perceptions, Experiences, and Failure to Launch. *Journal of Contemporary Criminal Justice*, 33(4), 392-410. DOI: 10.1177/1043986217724532

¹⁵⁶ Corsentino, D. & Phillip, B. T. (1993). Employee Involvement. *FBI Law Enforcement Bulletin*, 62(11), 10-11.

¹⁵⁷ Toch, H. (2008). Police Officers as Change Agents in Police Reform. *Policing & Society*, 18(1), 60-71. DOI: 10.1080/10439460701718575

¹⁵⁸ Wood, J., Fleming, J. & Marks, M. (2008). Building the Capacity of Police Change Agents: The Nexus Policing Project. *Policing & Society*, 18(1), 72-87. DOI: 10.1080/10439460701718518

¹⁵⁹ Kotter, J. P. (1995). Leading Change: Why Transformation Efforts Fail. *Harvard Business Review*, 73(2).

Retrieved from <https://hbr.org/2007/01/leading-change-why-transformation-efforts-fail>.

¹⁶⁰ Gill, R. (2002). Change Management—Or Change Leadership? *Journal of Change Management*, 3(4), 307-318. DOI: 10.1080/714023845

It is also an opportunity to explain why change is needed¹⁶¹, prepare people for the change¹⁶², and increase their desire to support and participate in that change¹⁶³. Stakeholders must have information so they can better understand how and why the decisions are being made. They must understand the factors driving the change¹⁶⁴ and accept that the status quo is unacceptable¹⁶⁵. Transparency and external communication with community members is therefore essential. Such communication should occur before, during, and after the changes have happened. Stakeholders should be involved as early as possible in the change process. Every person that is given an opportunity to provide input or is consulted about the change represents one more opportunity to obtain valuable insights into the change initiative. Even after the transition has been implemented, there is value in evaluating the results and documenting lessons learned.

A track record of successful change management should be a requirement for the first Surrey Police Chief. It should also be considered as a core competency for those who aspire to fill Command-level positions within the Surrey Police. Internal communication with City staff and RCMP members will help generate buy-in, reduce unproductive speculation, and ease fears that people might have about the transition.

Crime Analytics

The establishment and development of a tactical and operational analytic capacity is a critical component of any modern evidence-based police service.¹⁶⁶ The use of leading-edge analytics ensures that policies and operations are intelligence-led. The Surrey PD will have that analytical capacity and will employ a variety of sophisticated analytical tools to prevent and respond to crime.

When the Surrey PD assumes responsibility for public safety in Surrey, it will require the capability to conduct tactical and operational analysis in support of its patrol and investigative units. It will also need internal analytic and strategic research capacity similar to what other major municipal police departments rely on to evaluate what works, what doesn't, and what can be improved.

Advanced analytics enable police departments to target crime more effectively and analyze enforcement strategies or outcomes. Analytics can act as a force multiplier by developing investigative leads and potential targets far more efficiently than through traditional investigative practices or simply gut instinct. For example, by systematically analyzing the *modus operandi* of sexual predators and specific details of each assault, an analyst can develop a prioritized list of known suspects. By studying where incidents have previously occurred, an analyst could also shortlist hot spot areas where a serial offender is most likely to strike next.

¹⁶¹ Hart, J. M. (1996). The Management of Change in Police Organizations. In *Policing in Central and Eastern Europe*. Edited by Milan Pagon. College of Police and Security Studies, Ljubljana, Slovenia. Retrieved from <https://www.ncjrs.gov/policing/man199.htm>.

¹⁶² Kotter, J. P. (1997). On Leading Change: A Conversation with John P. Kotter. *Strategy & Leadership*, 25(1), 18-23. DOI: 10.1108/eb054576

¹⁶³ Creasey, T. & Hiatt, J. (2008). Why Change Fails: Five Mistakes Leaders Make. *Leadership Excellence*, 25(7), 18.

¹⁶⁴ See Sirkin, Keenan, & Jackson (2005).

¹⁶⁵ See Kotter (1996).

¹⁶⁶ Santos, R. (2016). *Crime Analysis with Crime Mapping* (4th ed.). Thousand Oaks, CA: Sage Publications.

Past examples of analytical breakthroughs and investigative successes within the Metro Vancouver area have been extensively documented and speak to the value of having a well-developed analytic capacity, including the appropriate analytic tools and technology.¹⁶⁷ On the other hand, a poorly developed or under-resourced analytic capacity typically equates to a police service that is reactive to issues within the community and lacks clear direction on how to identify and then develop strategies to address emerging issues.¹⁶⁸

Having a sufficient number of police officers is not, in itself, the solution for addressing issues related to crime prevention and the response to crime in the community. This includes the challenges presented by gang violence, where proactive interdiction and disruptive strategies must be guided by evidence-based policing techniques that are both effective and accountable, in terms of achieving the intended outcomes in an optimized way.

Strategic Analysis

It is incumbent upon every police service to ensure that services to the community are being delivered as effectively and efficiently as possible. This includes being cost-effective and ensuring that there is the capacity to assess the cost-benefit of initiatives and to monitor on an ongoing basis the effectiveness and efficiency of the core components of the department, including patrol deployment, investigative activities, and specific program initiatives.

The Surrey PD will need capacity to strategically plan, analyze, and evaluate policies and practices on an ongoing basis. A core pillar of the Surrey PD will be analytics, which will facilitate smarter policing and ensure the effectiveness and efficiency of police service delivery. The Surrey PD will have the capacity it needs in order to pay attention to patrol deployment, with particular emphasis on officer workload (e.g. time spent on reactive and proactive activities), call response (e.g. response time, units available to be dispatched), and proactive policing activities (e.g. traffic enforcement, hot spot monitoring). The deployment of patrol resources, including shift scheduling, will be guided by analytics. This will facilitate smarter policing and will optimize patrol resources.

Employee Health & Wellness

Increasing attention is being given to the mental health of police officers, due at least in part to research studies that have documented their relatively high rates of mental health issues, including high rates of depression, anxiety, cynicism, and post-traumatic stress syndrome.¹⁶⁹ The Surrey PD must ensure that the mental health of its officers is a priority, from the recruit training stage, continuing through to in-service. This will include making the needs of the police family a priority both during training and in-service. The programs that are adopted to ensure the mental health of Surrey PD members should be evidence-based and include the officers, civilian staff, and their families.

¹⁶⁷ See, for example, the Iyata Hexamer case discussed on pages 15-17 of *Eliminating Crime: The Seven Essential Principles of Police-Based Crime Reduction* by Cohen, Plecas, McCormick & Peters (2014).

¹⁶⁸ Ratcliffe, J. H. (2016). *Intelligence-Led Policing* (2nd ed.). London: Routledge Publishing.

¹⁶⁹ Carleton, N. et al. (2018). Mental Disorder Symptoms among Public Safety Personnel in Canada. *The Canadian Journal of Psychiatry*, 63(1):54-64. DOI: 10.1177/0706743717723825

11. Financial Projections

Given the transition timeline, it is anticipated that the Surrey PD will be fully operational in 2021. The Technical Assistance Team has therefore estimated what the Surrey PD's net annual operating budget will be in 2021, as well as the one-time capital and transition costs that will be required to launch the Surrey PD. The details are presented in what follows.

Financial Assumptions

The costs are built from a zero-based budget. They are based on the Technical Assistance Team's best estimates and financial assumptions, using both costs benchmarked to VPD costs and a review of the City of Surrey's actual costs for prior years. The projected operating budget for Surrey PD includes allocations for items such as salaries, benefits, overtime, fleet, uniforms, equipment, training, IT, facilities maintenance, E-Comm and PRIME-BC levies. It is assumed that Surrey PD wage rates will be aligned with municipal police wage rates, and that the Surrey PD will no longer benefit from the 10% base federal subsidy towards the integrated teams. Finally, it is assumed that the Surrey PD will be part of and contribute to the Lower Mainland Traffic Safety Helicopter Program (Air One), Criminal Intelligence Service BC/Yukon (CISBC/YT), Metro Vancouver Crime Stoppers, and BC Municipal Undercover Program (BCMUP).

Surrey PD Annual Operating Budget

After detailed analysis and an environmental scan of Surrey's current state, the Technical Assistance Team recommends a Surrey PD operating model staffed by a total of 805 sworn officers, 20 CSPs and 325 civilian positions, for a total staffing of 1,150 positions (Chapter 6). It is projected that the Surrey PD will require a fleet of approximately 319 vehicles based on this operating model. The Technical Assistance Team also recommends that the Surrey PD keep utilizing the services of the five existing Lower Mainland integrated teams, which would require an in-kind contribution of 58 sworn officers. It is assumed that, for the purposes of the transition, the Surrey PD will replace certain IT systems and overlay these new Surrey PD systems with the existing critical IT infrastructure at RCMP 'E' Division (Option A in Chapter 9).

The net annual operating budget for this recommended operating model for January to December 2021 is estimated at **\$192.5 million**.

Table 25. Annual Operating Budget for the Surrey PD (2021)

	Budget (\$ in millions)
Revenues ¹⁷⁰ (Traffic Fine Revenue, Grants, User Fees)	(\$7.9)
Expenditures	\$181.7
Net Base Operating Budget	\$173.8
Option A: Remain with Integrated Teams	18.7
Total Net City of Surrey Costs	\$192.5

Comparison of Surrey PD Model with Surrey RCMP Model

As discussed in Chapter 4, the full cost of policing with the Surrey RCMP must also consider the subsidies and tax benefits that Surrey receives from contracted policing under the current RCMP contract. The following table compares the projected costs of the two policing models. The Surrey PD operating budget is compared to the full policing costs of the current Surrey RCMP. This allows for the cost of the Surrey PD model to be assessed against the full comparable cost of the current RCMP model.

Table 26. Surrey RCMP Model vs. Surrey PD Model (2021)

	Budget (\$ in millions)	
	Surrey RCMP	Surrey PD
Total Net City of Surrey Costs	\$173.6	\$192.5
Subsidies and Tax Exemptions	21.6	
Full Cost of Policing	\$195.2	\$192.5

Under the current Surrey RCMP model, the full cost of policing in Surrey is expected to reach \$195.2 million in 2021 (see also Table 1 in Chapter 4), which is comprised of \$173.6 million in direct costs for the City of Surrey and \$21.6 million of Surrey policing costs subsidized (directly or indirectly) by the federal and provincial governments.

The Surrey PD model is projected to be almost \$2.7 million *less* than the full cost of policing under the Surrey RCMP model. The municipal policing model in Surrey can achieve this primarily because the Surrey PD would not have to pay a prorated share of divisional administration costs (annual “Div Admin” fee), centralized RCMP training and recruiting costs (e.g. RCMP Depot), or national RCMP overhead.

¹⁷⁰ Based on City of Surrey projections.

The Surrey PD operating model does result in higher net costs being incurred by the City of Surrey, however. Excluding federal subsidies and provincial tax exemptions that would no longer apply to the Surrey PD, the net City of Surrey costs would increase by \$18.9 million (10.9%).

Among a multitude of other benefits, these increased costs provide for an optimized municipal policing model designed to respond to Surrey’s growing needs, including an increase of 5% more total staff, 16% more frontline patrol officers to prevent crime and respond to calls from residents and businesses, and 29% more school liaison and youth officers to combat the upstream drivers of gang violence.

Moving forward, it is important to note that the Surrey RCMP model is expected to incur additional cost increases, assuming that RCMP wages increase as a result of RCMP unionization.

Future Outlook: Considering RCMP Unionization

As discussed in Chapter 4, unionization of the RCMP will likely result in bargaining seeking a pay raise to match or closely align to unionized wage rates. If the RCMP were to achieve wage parity, taking into consideration the existing 10% federal subsidy and inflationary wage growth, policing costs incurred by the City of Surrey would then increase by roughly \$21.3 million in 2021. This is illustrated by the following table.

Table 27. Net Cost of Policing for City of Surrey with RCMP Wage Parity (2021)

	Budget (\$ in millions)	
	Surrey RCMP	Surrey PD
Total Net City of Surrey Costs	\$173.6	\$192.5
RCMP Wage Parity	21.3	
Net Cost of Policing	\$194.9	\$192.5

Importantly, wage parity would eliminate any gap between the cost of the Surrey RCMP and the cost of the Surrey PD. Furthermore, previous RCMP wage adjustments have been retroactively applied and, as such, it is possible that wage parity could result in a significant unexpected one-time cost for municipalities policed by the RCMP.

One-Time Costs

In addition to the net operating budget, one-time investments will also be required. In order to replace key components of the existing Surrey RCMP infrastructure and equipment, a one-time capital investment leading up to the transition date. Finally, one-time transition costs are expected over the 2019-2022 period. More details are provided in what follows.

One-Time Capital Investment Over 2019-2021

The Technical Assistance Team anticipates that the earliest transition date, or go-live to a municipalized police department will occur on April 1, 2021 and that the implementation of the Surrey PD will therefore take place over three separate budget years: 2019, 2020, and 2021.

Some one-time capital investments will be required over this period. This will include \$7.6 million to acquire, install and configure new IT equipment, \$11.8 million of other equipment and police outfitting costs, and \$0.4 million in fleet transition. Police equipment and outfitting costs includes police uniforms, office equipment, and administrative/recruit costs. These cost are non-recurring and can be amortized over three or more fiscal years. The following table summarizes these one-time implementation costs.

Table 28. One-Time Capital Costs for Surrey PD

	Budget (\$ in millions)
Information Technology (IT)	\$7.6
Equipment/Outfitting	11.8
Fleet Repurposing	0.4

It is the City of Surrey’s position that the City of Surrey purchased and will opt to maintain ownership of all equipment originally obtained for use by the RCMP during the course of the contract. This will include the fleet of police vehicles currently used by the Surrey RCMP.

Transition Costs in 2019-2022

In order to achieve a smooth transition, the Technical Assistance Team recommends an incremental staffing model leading up to and following the go-live date. As outlined in Chapter 7, there is a need to hire and train new Surrey PD officers before they are deployed in Surrey. The transition framework described in Chapter 10 also involves the progressive hiring of several sworn Surrey PD officers and civilian support resources in advance of the transition date in order to establish a Transition Team.

It is estimated that the Surrey PD Transition Team, along with the associated facilities, fleet, IT, HR, legal and consulting support needed in advance of the transition date, will cost \$3.3 million in 2019, \$8.7 million in 2020, \$7.1 million in 2021 and \$0.3 million in 2022.

While a contingent of Surrey PD officers will be hired during the transition period and in advance of the go-live date, 286 sworn officers and 20 CSPs will be hired progressively over a three-month period *after* the go-live date. This will result in salary savings relative to the baseline operating budget of the Surrey PD, which is based on full authorized staffing. The salary savings are tentatively estimated at approximately \$6.8 million in 2021.

The transition also includes the need for up to 100 Surrey RCMP investigators to remain in Surrey after the go-live date in order to complete active files and investigations, as described in Chapter 10. The total cost for this would be approximately \$4.6 million. This estimate is based on projected 2021 RCMP salaries, and no RCMP overhead or other fees. It is based on an assumption that no more than 100 Surrey RCMP investigators would need to remain embedded within Surrey PD in the quarter after the transition date (e.g. 2021 Q2) and the residual number of Surrey RCMP investigators would be reduced by 50% every subsequent quarter (e.g. down to 50 in 2021 Q3, 25 in Q4, etc.). Savings could be realized if the RCMP investigators transition out sooner than assumed from Surrey PD.

The following table summarizes when the transition costs would be expected to occur. It is assumed that Surrey will remain with the RCMP in 2019 and 2020, before transitioning to the Surrey PD on April 1, 2021.

Table 29. One-Time Transition Costs for Surrey PD (2019-2022)

	Budget (\$ in millions)			
	2019	2020	2021 "Go-Live"	2022
Build Up of Surrey PD Transition Team Before Transition Date	\$3.3	\$8.7	\$9.3	
Phase Out of RCMP Investigators After Transition Date			4.6	0.3
Delayed Hiring of Surrey PD Officers After Transition Date			(6.8)	
Total Net Transition Costs	\$3.3	\$8.7	\$7.1	\$0.3

Transition Budget Projections

As highlighted in Table 25, the annual 2021 budget for the Surrey PD is estimated at \$192.5 million for the 2021 calendar year. However, the Surrey RCMP contract will continue from January to March and the new Surrey PD operating model will come into effect on April 1st. As a result, the 2021 budget will differ slightly to account for the prorated Surrey RCMP contract.

This is outlined in the following table, which also includes the net transition costs previously discussed.

Table 30. Transition Budget Projections (2019-2022)

	Budget (\$ in millions)			
	2019	2020	2021 "Go-Live"	2022
Total Net City of Surrey Costs w/RCMP*	\$162.9	\$168.4		
Total Net City of Surrey Costs w/RCMP* \$173.6 million × 3/12 months (Jan-Mar 31, 2021)			43.2	
Total Net City of Surrey Costs w/Surrey PD \$192.5 million × 9/12 months (April 1-Dec 31, 2021)			144.4	
Total Net City of Surrey Costs w/Surrey PD				197.5
Total Annual Operating Costs	\$162.9	\$168.4	\$187.6	\$197.5
Build Up of Surrey PD Transition Team Before Transition Date	3.3	8.7	9.3	
Phase Out of RCMP Investigators After Transition Date			4.6	0.3
Delayed Hiring of Surrey PD Officers After Transition Date			(6.8)	
Total Net Transition Costs	\$3.3	\$8.7	\$7.1	\$0.3
Total Policing Budget	\$166.2	\$177.1	\$194.7	\$197.8

* See Table 1 for details.

Additional Deployment Options

The current Surrey PD operating model recommends maintaining the services of the five integrated units (Option A). However, as outlined in Chapter 6, additional operating and one-time costs would be incurred should the Surrey PD decide to create standalone specialty teams (Option B) or contract the VPD to obtain shared specialty team services (Option C). Relative to the recommended model based on the five existing integrated teams (Option A), Option B would add \$4.5 million in total annual operating costs to the Surrey PD and would require \$13.3 million in one-time capital costs. Option C would add \$4.0 million in total annual operating costs to the Surrey PD. The following table summarizes the anticipated budget impacts for 2021.

Table 31. Options to Replace Integrated Teams

	2021 Budget (\$ in millions)		
	Option A	Option B	Option C
Revenues	(\$7.9)	(\$7.9)	(\$7.9)
Expenditures	\$181.7	\$181.7	\$181.7
Net Base Operating Budget	\$173.8	\$173.8	\$173.8
Option A (Recommended): Remain with Integrated Teams	18.7		
Option B: Standalone Specialty Teams		23.2	
Option C: Contract to VPD			22.7
Total Annual Operating Costs	\$192.5	\$197.0	\$196.5
Additional One-Time Costs	-	\$13.3	-

12. Benefits and Efficiencies

The policing model proposed by the Technical Assistance Team for the Surrey PD provides for a significant number of benefits and efficiencies. These efficiencies are achieved in the form of optimized deployment, utilization of resources, and organizational structure.

More Boots on the Ground

The Surrey PD will deploy 16% more frontline patrol officers. In addition, 84% of Surrey PD officers will be constables. The organizational structure of the Surrey PD was designed to maximize the number of frontline practitioners and maintain an optimal span of control. The proposed rank structure has a total of only five ranks: Chief Constable, Deputy Chief Constable, Inspector, Sergeant, and Constable.

Visibility in the Community

Under the proposed Surrey PD staffing model, more than 64% of all sworn Surrey PD members will deploy in uniform and interact with the public on a regular basis. They will contribute to prevent crime and to make the public feel safer. In addition, Community Safety Personnel will engage with the public, responding to calls for service and participating in community events. This will maximize community engagement and directly improve public safety.

Proactive and Flexible Investigative Capacity

The Surrey PD model contains a robust investigative capacity, and a focus on intelligence-led policing to proactively combat gang crime and violent crime.

Tiered Policing

The proposed staffing model also optimizes the utilization of resources within the Surrey PD. Tiered policing will be leveraged through the use of special municipal constables who are paid less than regular constables and will do work which does not require a fully-trained and fully-equipped police officer. The Surrey PD will utilize Community Safety Personnel to take on lower priority, lower risk, and lower complexity policing tasks in order to better leverage frontline sworn resources. This tiered policing model will allow Surrey PD officers to focus on value-added police work, community engagement, quality of life issues, and customer service.

Community Partnerships

The proposed Surrey PD operating model invests resources to maintain existing police–community partnerships. This includes child abuse investigators working collaboratively with other agencies at Sophie’s Place. Additional programs include, but are not limited to: the Surrey Safe School program, the Surrey Wraparound program, the Surrey Mobilization and Resiliency Table (S.M.A.R.T.) initiative, and the Surrey Anti-Gang Family Empowerment (S.A.F.E.) program.

Focus on Youth Engagement to Prevent Gang Violence

The Surrey PD will build strong relationships with Surrey youth and engage in gang prevention activities, youth diversion programs, restorative justice programs, robust youth counselling referrals, and other youth intervention programs. This includes 29% more school liaison and youth officers dedicated to a preventative approach to gangs and organized crime. This increased staffing reflects the fact that one quarter of Surrey’s population is under 19 years of age.

Optimized Deployment

The proposed patrol shifting model is data-driven and was designed to balance the span of control on patrol teams while maximizing the correlation between staffing and calls for service. Under the proposed patrol deployment model, 60% of all Surrey PD patrol units will deploy as two-officer units. This better reflects Surrey’s call mix and provides efficiencies around call handling and fleet requirements. Two-officer units have been found to be more productive when handling certain types of calls, and they tend to conduct more proactive policing activities such as traffic enforcement. The use of two-officer units 60% of the time means that approximately 41 fewer vehicles are required in the Surrey PD fleet.

Flexible Deployment

The proposed Metro Teams will allow the Surrey PD to provide a nimble response to calls for service. These patrol teams will work as a citywide uniform patrol team available to respond to daily fluctuations in call load between districts. As a result, Surrey PD patrol members will be deployed throughout Surrey wherever their presence can have the greatest impact, including around crime hot spots. Overall, the Metro Teams are a cost-effective way to ensure that a sufficient number of patrol units are available in each patrol district at any given time in order to provide police visibility and reassurance policing.

Capacity for Growth

The Surrey PD’s organizational structure was designed to allow for future expansion. As Surrey continues to grow, key teams can be expanded and new teams can be created without additional supervisory or management staff.

Neighbourhood-Focused Policing

The proposed district boundaries for the Surrey PD will align with the existing boundaries of City of Surrey neighbourhoods. Each district will be managed by a District Inspector who will be responsible for the delivery of frontline policing services that meet the needs of their respective communities. In addition, the Surrey PD will continue to utilize the five district sub-stations and main headquarters as regular points of contact with the public.

Local Governance

Municipal police departments are overseen by police boards that provide local governance and oversight, represent the local interests of the community, ensure financial accountability on behalf of local taxpayers, and set local policing priorities. Through a police board, Surrey will have civilian oversight and direct influence on all matters of governance, including budget, policy, and strategy.

Long-Term Commitment

Because municipal police officers are invested in the community in the long term and typically spend their entire career in the community, they also provide long-term stability, continuity, and local knowledge.

Accountability

Municipal police officers are accountable to the public through transparent and independent provincial civilian oversight mechanisms that have been specifically designed for and implemented on behalf of BC residents.

13. Conclusion

Surrey is currently the only Canadian municipality with over 300,000 residents without its own independent municipal police department. It is twice as large as the second-largest RCMP detachment and 28 times larger than the average community policed by the RCMP, making Surrey an outlier among both major Canadian cities and RCMP jurisdictions. The decision to move to a local municipal police department will bring Surrey in line with the policing approach in other major Canadian cities.

A detailed analysis of workload and policing demands in Surrey was conducted utilizing call load data, crime data, published peer-reviewed research on policing, evaluations of best practices, and an environmental scan of Surrey. This comprehensive analysis established that a transition from contracted policing to municipal policing is viable within the proposed timeline. The projected go-live date for the Surrey PD is April 1, 2021.

The proposed Surrey PD operating model consists of 1,150 employees: 805 police officers, 325 civilian positions, and 20 Community Safety Personnel (CSP). The adoption of the proposed municipal policing model represents an operating budget increase of 10.9% for 2021. Among a multitude of other benefits, these increased costs provide for an optimized municipal policing model designed to respond to Surrey's growing needs, including an increase of 5% more total staff, 16% more frontline patrol officers to prevent crime and respond to calls from residents and businesses, and 29% more school liaison and youth officers to combat the upstream drivers of gang violence.

Forming the Surrey PD will allow the City of Surrey to better adapt to the explosive growth it has experienced over the past decade and is expected to experience in the future. The Surrey PD will be an integral part of the long-term growth of the city. It will be community-embedded, engaged and focused. It will provide a welcoming and reassuring presence in all neighbourhoods and will remain responsive to the community's needs. It will be nimble and agile to respond effectively to the ever-changing community dynamics.

Surrey residents will distinctly benefit from having their own independent municipal police department. A municipal policing model will provide the residents of Surrey with a police organization that will be highly responsive to Surrey's specific policing needs and will reflect the city's diversity. Locally recruited officers will better represent the community, will be able to foster long-term relationships, and can apply local knowledge to achieve lasting solutions that maximize community safety. The Surrey PD will have strong police board and civilian oversight to ensure community needs are addressed. The formation of a Surrey PD is an integral part of supporting the long-term growth of Surrey – a diverse and vibrant community where residents can live, work, and play without fear of crime.

