

	ITEM	PRESENTER	TIME
A.	CALL TO ORDER	Chair McCallum	5 minutes
	<p>The Surrey Police Board recognizes that our work takes place on the ancestral, traditional, and unceded territories of the Coast Salish Peoples.</p>		
B.	ADOPTIONS		
	1. Adoption of the Agenda – October 13, 2020	Chair McCallum	5 minutes
	2. Adoption of Minutes – September 15, 2020	Chair McCallum	5 minutes
C.	DELEGATIONS		
	1. Questions and Answers - Emails from Citizens	Melissa Granum	10 minutes
	2. Presentations		
	1. Steven Point, Chancellor, UBC	Melissa Granum	30 minutes
	2. Joanne Mills, Executive Director, FRAFCA		
D.	REPORTS		
	COMMITTEE REPORTS		
	GOVERNANCE COMMITTEE		
	1. Creating an Indigenization Strategy for the Surrey Police Service – <i>Nothing About Us Without Us</i> Report No. 2020-GOV001 – For Decision	Harley Chappell	15 minutes
	2. The Ministry of Public Safety and Solicitor General’s Priorities, Goals and Objectives for Policing Report No. 2020-GOV002 – For Information	Harley Chappell	15 minutes
	FINANCE COMMITTEE		
	1. Interim Financial Measures Report No. 2020-FIN001 – For Decision (Presentation available)	Elizabeth Model	15 minutes

E. INFORMATION

No information.

F. CORRESPONDENCE

1. Letter from Canadian Police Information Centre Terry Waterhouse 5 minutes

G. NEW BUSINESS

No new business.

H. NEXT MEETING

The next meeting of the Surrey Police Board will be held on November 20, 2020.

I. MOTION TO HOLD A MEETING IN A CLOSED SESSION

It is in order for the Board to pass a motion to close the meeting to the public pursuant to Section 69 (2) (b), (c), and (d) of the *Police Act*, which states:

Chair McCallum

(2) if it believes that any of the following matters will arise in a meeting or hearing held by it, a board or committee may order that the portion of the meeting during which the matter will arise be held in private:

- (c) a matter concerning labour contract discussions, labour management relations, layoffs or another personnel matter;
- (d) a matter concerning information that a person has requested he or she be allowed to give in private to the board or committee.

J. ADJOURNMENT

Chair McCallum

Present:

Doug McCallum, Chair
Bob Rolls
Cheney Cloke
Elizabeth Model
Harley Chappell
James Carwana
Jessie Sunner
Manav Gill
Meena Brisard

Regrets:**Staff Present:**

Terry Waterhouse, GM, Policing Transition
Melissa Granum, Executive Director
Marion Chow, Executive Assistant
Forouzan Rezazadeh, IT Senior Project Mgr.

A. CALL TO ORDER

The September 15, 2020 Regular Board meeting was called to order at 9:08 AM.

The Surrey Police Board recognizes that our work takes place on the ancestral, traditional, and unceded territories of the Coast Salish Peoples.

B. ADOPTIONS

1. Adoption of the Agenda – September 15, 2020

It was

Moved by Meena Brisard
Seconded by Harley Chappell

That the agenda of the Surrey Police Board meeting of September 15, 2020 be adopted.

2. Adoption of Minutes – August 6, 2020

It was Moved by Meena Brisard
Seconded by Elizabeth Model

That the minutes of the Surrey Police Board meeting of August 6, 2020 be adopted.

C. DELEGATIONS

No delegations.

D. REPORTS

- 1. Establishing the Surrey Police – A Framework for Critical Decisions – For Information**
Report No. 2020-R004
(Presentation available)

It was Moved by Elizabeth Model
Seconded by Bob Rolls

That the Board receive this report for information.

Carried

- 2. Communicating the City of Surrey Priorities, Goals and Objectives for Policing**
Report No. 2020-R005 – For Information
(Presentation available)

It was Moved by Bob Rolls
Seconded by Cheney Cloke

That the Board receive this report for information.

Carried

Note: Discussion to bring back to the table, consultations need to happen, the need to engage all citizens to build a world class police service. Consultation with Semiahmoo required based on conversation with the Province. The General Manager, Policing Transition to provide next steps to the Executive Director.

- 3. Surrey Policing Transition – Interim Financial Procedures**
Report No. 2020-R006 – for Decision
(Presentation available)

It was Moved by Meena Brisard
Seconded by Bob Rolls

That the Board move this item to the floor for discussion.

Carried

It was Moved by Bob Rolls
Seconded by Harley Chappell

That the Board table this report and send to the Finance Committee for proper review and process and to bring back to the Board for consideration at the next Board meeting.

Carried

4. Procedural Change – Approval of Delegations

Report No. 2020-R007 – For Decision

It was

Moved by Harley Chappell
Seconded by Elizabeth Model

That the Board endorse the recommendation as outlined in the report.

Carried

Note: Executive Director to make the changes discussed to the Board Manual.

5. Freedom of Information Overview

Report No. 2020-R008 – For Information

It was

Moved by Elizabeth Model
Seconded by Cheney Cloke

That the Board receive the report for information.

Carried

6. Association Memberships – For Decision

Report No. 2020-R009

It was

Moved by Meena Brisard
Seconded by Harley Chappell

That the Board approve the recommendation to join the Canadian Association of Police governance and the BC Association of Police Boards as outlined in the report.

Carried

And

It was

Moved by Manav Gill
Seconded by Harley Chappell

That any Board members interested in representing the Surrey Police Board on the BC Association of Police Board Executive advise the Executive Director of their interest.

Carried

Note: the first BC Association of Police Board Executive meeting is scheduled for this Friday, September 18. If any Board members wish to join this meeting, the Executive Director can request your participation with the BCAPB President.

E. INFORMATION

No information.

Memos

- 1. Election Results of Vice Chair Position –
For Information
Memo No. 2020-M002**

The Board receive the memo for information.

- 2. Meeting Location Options –
For Information
Memo No. 2020-M003**

The Board receive the memo for information.

F. CORRESPONDENCE

- 1. Letter from Surrey Urban Indigenous Leadership Committee and Mayor's response.**

That the letters be received for information.

Note: There is a need to engage with the Katzie First Nation (Grace Cunningham) and other community groups. The Executive Director to work on messaging to send out to these groups that we will be engaging with them.

G. NEW BUSINESS

No new business.

H. NEXT MEETING

The next meeting of the Surrey Police Board will be held on October 13, 2020.

I. MOTION TO HOLD A MEETING IN A CLOSED SESSION

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- (2) if it believes that any of the following matters will arise in a meeting or hearing held by it, a board or committee may order that the portion of the meeting during which the matter will arise be held in private:
 - (b) a matter concerning a person's financial or personal affairs, if the person's interest in the matter outweighs the public's interest in the matter;
 - (c) a matter concerning labour contract discussions, labour management relations, layoffs or another personnel matter;
 - (d) a matter concerning information that a person has requested he or she be allowed to give in private to the board or committee.

J. ADJOURNMENT

It was

Moved by Elizabeth Model
Seconded by Bob Rolls

That the September 15, 2020 Surrey Police Board regular meeting be adjourned.

Carried

The Surrey Police Board regular meeting adjourned at 10:33 AM.

Certified correct:

Marion Chow, Executive Assistant

Doug McCallum, Chair

REGULAR**REPORT DATE:** October 8, 2020**BOARD MEETING DATE:** October 13, 2020**REPORT #** 2020-GOV001**TO:** Surrey Police Board**FROM:** Governance Committee**FILE:** 60540-20-03**SUBJECT:** **Creating an Indigenization Strategy for the Surrey Police Service - *Nothing About Us Without Us***

RECOMMENDATION

The Governance Committee recommends that the Board endorse development of an indigenization strategy for the Board and Surrey Police Service.

PURPOSE

This report outlines key considerations in creating an Indigenization strategy for the Surrey Police Service.

BACKGROUND

The City of Surrey rests on the traditional territory of two land-based First Nations: the Semiahmoo and Katzie People, who are currently within municipal boundaries, while respecting the traditional uses by several neighbouring First Nations.

Surrey is home to the fastest growing urban indigenous population in Western Canada. Indigenous, Métis, and Inuit peoples are all part of the community in Surrey. For the purposes of this report, the term *indigenous* includes First Nations, Métis, Inuit, land-based communities and those identifying as urban indigenous groups.

In November 2018, the City of Surrey (the City) Council passed a motion to establish an independent municipal police service in keeping with provisions in the *BC Police Act* [RSPC 1996] (the *Police Act*).

In 2019, the report of the Provincial Municipal Policing Transition Study Committee (PMPTSC) provided several recommendations related to the provision of policing services to indigenous communities and outlined key responsibilities of the Board, the City, the Province and the Federal Government (attached as Appendix I).

On July 6, 2020, the Board was established by the Province of BC. On August 6, 2020, the Board, at its inaugural meeting, adopted a motion to create the Surrey Police Service (SPS). The *Police Act* defines roles and responsibilities for the Board, the Chief Constable, the municipality and others in making decisions

regarding a municipal police service. Decision-making on issues related to the establishment and operation of the SPS must be consistent with the *Police Act*.

A key responsibility of the Board is to determine the priorities, goals and objectives for the SPS. In doing so, the Board must take into account the priorities, goals and objectives of the municipality and of Minister of Public Safety and Solicitor General (the Minister), in accordance with Sections 2.1, 26(4.1) and (4.2) of the *Police Act*. On September 18, 2020, the Minister outlined the 2021 priorities, goals and objectives for policing and law enforcement in British Columbia (attached as Appendix II). The Minister makes specific reference in this guidance to the need for the Board to ensure appropriate engagement with indigenous peoples in Surrey and highlights how reforms currently underway to the *Police Act* seek to address imbalances in treatment of indigenous peoples in policing. The letter from the Minister also notes that eliminating racism in policing is a major focus of the Minister and encourages police boards to address racism and promote diversity through their policies and practices and to work to ensure discriminatory practices are eliminated.

The Truth and Reconciliation Commission of Canada (TRC) was established on June 1, 2008 with the purpose of documenting the history and multi-generational impacts of the Canadian Indian residential school system on indigenous students and their families. The TRC Report details how for over a century, the goal of Canadian Aboriginal policy was to eliminate indigenous governments, ignore indigenous rights, and through a process of assimilation, cause indigenous people to cease to exist as distinct legal, social, cultural, religious and racial entities in Canada. It details how Canada used its policing powers to assert control over indigenous land, to relocate indigenous peoples to reserves, to institute a “pass system” which effectively confined indigenous people to those reserves, and to remove indigenous children from their families and communities. The TRC found that the RCMP had been frustrated in its attempts to investigate abuse by the government’s refusal to provide records and concluded that the independence of the RCMP was compromised. In May 2004, the RCMP issued a formal apology with respect to the legacy of residential schools. In 2015, the TRC released its findings and concluded that the residential school system amounted to cultural genocide. It recommended ninety-four “Calls to Action” designed to promote reconciliation between Canadians and indigenous peoples (attached as Appendix III). However, the TRC report was framed to outline the shared responsibility of all levels of government and all Canadians to understand the ensuring impacts of residential schools and act on the recommendations of the TRC.

The Board has an opportunity, in collaboration with other levels of government and indigenous communities, to develop an indigenization strategy to create respectful, meaningful and mutually beneficial relationships with indigenous communities to ensure that indigenous residents and groups will have opportunities for meaningful engagement with the SPS. If adopted, an indigenization strategy for the SPS would outline the key considerations in how the partners move forward and provide an outline of a proposed approach for engagement with indigenous members of the community on public safety and policing issues. In addition, an indigenization strategy would provide an overview of the legal requirements for the Board in relation to consultation and accommodation of indigenous groups.

DISCUSSION

The first step in the development of an indigenization strategy involves engaging in respectful two-way dialogue with indigenous communities in order to build a healthy foundation of trust and a positive working relationship between indigenous groups, the Board, the SPS, and the City to advance mutual interests. A meaningful process for developing a strategy would acknowledge that the relationship between the Board and the SPS and indigenous communities is being fostered in the context of a legacy of systemic racism and inequality for indigenous people in Canada.

Acknowledging the Legacy

The impact of the past and current events on how indigenous people view and engage with police and government bodies cannot be overstated. This includes acknowledging:

- The regulation of “status” and imposition of governance structures through the Indian Act;
- The treaty process;
- Residential schools;
- Forced sterilizations;
- The “60’s Scoop” and ongoing overrepresentation of indigenous children in state foster systems;
- Missing and murdered indigenous women and girls (and boys and men);
- The treatment of “two-spirit” and gender non-binary indigenous people; and
- Protests over land rights, and other traditional rights (e.g., forestry, fishery, hunting etc.) that created points of conflict between the state and land based First Nations.

This regrettable and painful history cannot and should not be forgotten when entering dialogue with indigenous communities or individuals. Without acknowledging this legacy and respecting how it impacts the perspectives and the current experience of indigenous people true dialogue will be very difficult. Acknowledgement (in informal and perhaps formal ways) and respect for this legacy and the harms it has caused, is critical to meaningful engagement with indigenous partners and is at the heart of the strategy.

Engaging Indigenous Peoples

The City of Surrey is home to 22% of the urban indigenous people in the Metro Vancouver region (61,455 people). Indigenous people make up 3% of Surrey’s total population. Each of the distinct indigenous groups (First Nations, Métis, and Inuit peoples) are represented in Surrey. Table 1 below provides a list of Surrey First Nations, key contacts and provides a summary of treaty status for the Nation.

Table 1. Surrey First Nations

First Nation	KEY CONTACTS	BACKGROUND
Katzie	Chief Grace George and Council	Treaty Process: Stage 4 Agreement in Principle negotiations. Traditional territory around Pitt Meadows, Maple Ridge, Coquitlam, Surrey, Langley, and New Westminster. Population: ~575 Katzie members (50% on Land).
Semiahmoo	Chief Harley Chappell	Treaty Process: Not participating in the treaty process. Located between the boundary of White Rock, British Columbia and the Canada-United States boundary and Peace Arch Provincial Park. Population ~100 (50% on Land).

In addition to First Nations, development of an indigenization strategy would require meaningful partnership with First Nations groups and organizations in the City of Surrey including:

- Semiahmoo First Nation - Chief and Council;
- Katzie First Nation - Chief and Council;
- Fraser Region Aboriginal Friendship Centre Association - Board and Joanne Mills, Executive Director;
- Métis BC – Board;
- Nova Métis – Board;
- Circle 5/ Xyolhemeylh Child Family Services; and
- First Nation Health Authority.

On April 9, 2020, the Surrey Urban Indigenous Leadership Committee (SUILC) wrote to Mayor McCallum (letter attached as Appendix IV), requesting that the large indigenous off-reserve urban community be a priority for engagement. The SUILC is a collaborative group set up to advocate for the objectives of urban indigenous people in Surrey. Sixteen member organizations work in Surrey to provide social, employment and health services and include the City of Surrey, Fraser Health, the Surrey School District and the RCMP.

The SUILC was convened in 2015 to support the development of the Surrey Urban Indigenous Social Innovation Strategy – “All our Relations”. The first report on the strategy was released in 2017 and an update on progress against the strategy was provided in the SUILC Progress Report. It indicated that a quarter of the goals of the All our Relations Strategy were complete, with another 40% in progress. Consultation with urban indigenous groups is vital to ensure concerns of both land based and urban indigenous community members are considered.

Indigenous groups are highly diverse with distinct language groups, customs, ceremonies, practices, rights, legal traditions, institutions and governance structures. These must be understood and respected to effectively engage in dialogue. There is no one profile of the “indigenous experience” as groups encountered different issues in different ways across the Province and the country.

An indigenization strategy must respect different cultural practices and ceremonies required to share a group’s knowledge and stories and understanding who is empowered by the community to speak on their behalf is vital. This has demonstrated the importance of understanding the governance structures of the community with which the Board is entering into dialogue. Cultural sensitivity is required to avoid tokenism and expediency over meaningful dialogue.

Objectives of the Strategy

Development of an indigenization strategy would require the development of clear objectives. Ensuring clearly stated and well understood objectives is useful in surfacing assumptions and focusing engagement on activities that will contribute to that objective. Draft objectives for consideration are to:

- Ensure no disruption to policing services for indigenous communities as a result of the transition;
- Foster mutually beneficial relationships between the Board, the SPS and indigenous communities through formal and informal agreements;
- Ensure ongoing opportunities for dialogue between the partners beyond transactional discussions about specific agreements/issues;
- Ensure indigenous voices are heard and considered in the design and delivery of policing services on an ongoing basis – including through regular review of priorities, goals and objectives for the department;

- Foster trust in the SPS among indigenous communities and encouraging active participation by these groups in community safety initiatives and programs; and
- Encourage indigenous community members to pursue careers in policing in both sworn officer and civilian positions to ensure representation within the department and foster a diverse and inclusive workplace for SPS.

Setting and acting on objectives such as these will contribute to the richness of the design and delivery of policing services through SPS and its successful operation. This will foster positive outcomes for indigenous and non-indigenous community members in enhancing crime reduction, community safety and reducing victimization. Research has shown that strongly connected communities where local governments and the police are seen as a trusted, respectful and responsive community safety partner experience lower rates of crime and social disorder.

The Legal Landscape

The transition of policing in Surrey from a contracted model to SPS will impact indigenous community members, including those on Semiahmoo Reserve Lands which fall within the boundaries of the municipality. Currently, police services are provided by the Surrey RCMP to the Semiahmoo reserve through a Community Tripartite Agreement (CTA) under which 1.5 FTE sworn officers are provided specifically to support policing of indigenous communities with emergency calls for service managed through the 911 system. The Surrey Policing Transition Trilateral Committee (SPTTC) is a forum where any amendment to the CTA or creation of new agreements will be discussed and managed through collaboration between all three levels of government.

Aboriginal Law is evolving in British Columbia and Canada. The framework provided by the Constitution is shifting from case law establishing the boundaries, including of consultation and accommodation, to governments, at least federally and in British Columbia, embracing a new relationship with indigenous peoples that treats them as Nations with inherent self-determination and self-government rights.

It will be important to outline the legal framework as it relates to indigenous rights and the established and emerging laws and principles guiding the Province of British Columbia and Canada's relationship with indigenous peoples. While many of the legislative elements are the jurisdiction of the Federal and Provincial Governments, this may highlight the considerations that may influence the relationship between all levels of government and the Board and SPS with indigenous communities.

Next Steps - Developing an Indigenization Strategy

The shift in Surrey from a contracted policing model to an independent municipal police service is a major change for the community and will impact the existing relationships and agreements in place between indigenous groups and all levels of government.

Therefore, engagement should be proactive, respectful and comprehensive to ensure the voices of the community are heard and considered by the partners when transferring existing relationships and when building new policing services and agreements. It is recommended that the Board collaborate with indigenous groups in Surrey and beyond to outline a proposed approach for meaningful engagement by the Board and SPS with indigenous people in Surrey. The goal of the engagement would be the development of an indigenization strategy for the Board and the SPS. In short, an indigenization strategy would ensure that decisions regarding First Nations would not occur in a vacuum without the involvement of indigenous peoples. It would bring to life the philosophy of indigenous peoples across this country – *“nothing about us without us”*

CONCLUSION

If adopted, an indigenization strategy for Board and SPS would prioritize meaningful engagement with indigenous communities in Surrey and would ensure SPS is responsive to the provisions of the TRC Calls to Action and the United Nations Declaration on the Rights of Indigenous Peoples regulations. An indigenization strategy would provide an important context within which engagement with indigenous communities could be undertaken by the SPS and has provided a legal overview of the formal relationships between First Nations and the Board. An indigenization strategy for the SPS would provide a starting point for meaningful engagement that can support the establishment and operation of the SPS in a way that best represents and serves indigenous members of the Surrey community.



Harley Chappell
Chair, Governance Committee

- Appendix I Provincial Municipal Policing Transition Study Committee Recommendations for Policing Services to Indigenous Communities
- Appendix II September 18, 2020 Letter from the Honourable Mike Farnworth
- Appendix III Truth and Reconciliation Commission of Canada: Calls to Action
- Appendix IV April 9, 2020 Letter from the SUILC

Provincial Municipal Policing Transition Study Committee Recommendations for Policing Services to Indigenous Communities

Additional Business Impacts

- Initiating consultation with the Semiahmoo First Nation and other Indigenous communities in Surrey living off reserve to ensure their service needs are considered within the future policing framework for the City.
- Confirming the SPD approach to existing diversity initiatives in place with the Surrey RCMP and consulting on any changes as necessary
- Identifying and creating an inventory of existing MOUs and formal and in-formal agreements (between all relevant stakeholders – e.g., the RCMP, the Province, the City, First Nations etc.) and initiating a formal process for re-negotiation or withdrawal from the agreements as appropriate.
- Engaging the Katzie First Nation and representatives from Electoral Area A regarding new policing arrangements, with this work to be led by the Province.
- Confirming, with EMBC and other partners the process by which the Province would indemnify municipal police members in emergency situations.
- Establishing a possible MOU between the Policing and Security Branch, the RCMP, EMBC and municipal police departments to outline the process for the SPD or others to provide support during provincial emergencies or special events.
- Engaging in discussion with the Semiahmoo First Nation, Public Safety Canada, the Province and the City of Surrey/SPD to review the current CTA and determine how enhanced First Nations policing services may be delivered in addition to the legislated responsibilities of the municipality to provide day-to-day policing services.
- Developing a collaborative plan regarding RCMP resource movement with the City of Surrey, RCMP E Division and Public Safety Canada with the support of the Province.
- Communicating between the Province, E Division RCMP and Public Safety Canada to confirm impacts and secure required funding arising from possible RCMP member transfer costs.
- Consulting between the Province, E Division and LGCMC regarding anticipated impacts to PRTC
- Collaborating with the Province, LGCMC, the RCMP and other municipal departments to manage possible changes to divisional administration costs.

Mayors of Cities with Municipal Police Boards

Dear Sirs/Madams:

In accordance with Sections 2.1, 26(4.1) and (4.2) of the *Police Act*, I am writing to provide you with my policing priorities, goals and objectives for policing and law enforcement across British Columbia. These priorities are a reflection of the mandate given to me by the Premier of British Columbia as well as key priority issues in policing for today. This letter builds on and does not replace those priorities identified in my letter of June 18, 2019.

It remains a key priority of this government to protect people especially those who are most vulnerable. We must continue to strengthen relationships and public trust with those who have not historically felt supported by the police. Working with other leaders in public safety in a multi-faceted and integrated approach, including social, mental health and addictions, housing and community services will ensure those people who require support the most are receiving it from the appropriate resources with the specialized resources and training.

All partners involved in public safety bear the responsibility to mete out racism in policing. As the Solicitor General and Minister of Public Safety, I encourage municipal police boards to demonstrate leadership in working with police executive and the public to ensure police departments reflect the diversity of the community they serve and to take active steps to increase cultural awareness, inclusion and eliminate discriminatory practices.

To that end, the ministry is supporting the Justice Institute of British Columbia (JIBC) Police Academy (PA) in ensuring the police recruit training curriculum is of the highest quality and meets the needs of communities and stakeholders. The curriculum is being updated to include two new competencies that will ensure recruits are trained and assessed to demonstrate proficiency in day-to-day policing tasks with a specific lens on equity, diversity and inclusion, and conflict management. It will also include the addition of the BC Fair and Impartial Policing course, which will provide a set of practical skills for recruits to help police more effectively, justly and safely, while improvements are also made to strengthen cultural competencies. Given the role police boards have in setting priorities, goals and objectives and in developing the budget for municipal police departments, I am requesting that you remain engaged with the JIBC to ensure your recruiting needs are being met. As well, I encourage you to stay apprised of updates through the BC Association of Police Boards as the JIBC PA works to develop a sustainable business and funding model for the future.

As you may be aware, BC Provincial Policing Standards (the Standards) for the promotion of unbiased policing are nearing completion which will require action in these and other related areas. This work builds on Standards governing police stops introduced in January of this year, a key purpose of which is to ensure that police interactions with the public are not random or arbitrary and are not motivated by a person's race or other identifying factors. In our current environment we all need to look at what and how we can do better. The Standards may evolve further, and I look forward to the continued cooperation of police boards in ensuring compliance with these and all other Standards.

British Columbia has seen a significant rise in illicit drug toxicity deaths in recent months, and concerns with overdose deaths are ongoing since being declared a provincial public health emergency in 2016. Increasingly, fentanyl is being detected in overdose deaths and changing patterns of production and importation of fentanyl, as well as increased toxicity levels, require law enforcement to continue work in

addressing this issue through efforts to disrupt the supply chain. In keeping with the April 2019 recommendations of the BC Provincial Health Officer in the report “Stopping the Harm: Decriminalization of People Who Use Drugs in BC”, any policing units who have not already done so must consider pursuing a public health and harm reduction approach and work to support community efforts to reduce stigma and enhance pathways for those facing substance use challenges into substance use systems of care.

The Ministry of Public Safety and Solicitor General endorses Situation Tables, which are a proven practice for enabling community safety, health and social service providers to quickly identify and respond to the risks present in the lives of vulnerable people. Situation Tables allow the police to refer clients engaged in non-criminal behaviour (i.e. related to mental illness or poverty) to health and social services professionals. This approach ensures that vulnerable people receive the care that they require from those trained to assist, and that police can focus on their core law enforcement duties. Subsequently, I am requesting your consideration to implement this or other similar models if one does not already exist in your municipality.

With increasing pressure on budgets, there is urgency to find new and cost-effective means of policing and law enforcement. Exploration of alternative service delivery options and opportunities to leverage integrated policing units across regions can help reduce costs, increase efficiencies and eliminate redundancies for departments. Integrated services provide other benefits including improved use of specialized resources, a more holistic approach to investigations and a regional focus to cross-jurisdictional crime. I encourage police boards to continue to work with police leadership to find cost savings measures without impacting public safety and to explore opportunities to increase integrated services.

Equally as important and as recent events demonstrate, public awareness of police boards and their role in police oversight, accountability and public safety is critical. Not only should police boards be engaging with the community on developing priorities, goals and objectives for the department, it should be a priority for all boards to increase their profile in the community that it serves to encourage broad public participation in the decision-making process.

On July 8, 2020 the Legislative Assembly appointed the Special Committee on Reforming the *Police Act* to examine, inquire into and make recommendations on: reforms related to the modernization and sustainability of policing under the *Police Act*; the role of police with respect to complex social issues including mental health and wellness, addictions and harm reduction; the scope of systemic racism within police agencies; and whether measures are necessary to ensure a modernized *Police Act* is consistent with the United Nations Declaration on the Rights of Indigenous Peoples. As the Special Committee advances with this work, I ask for your leadership and cooperation to work closely with the Director of Police Services and ministry staff as needed.

I would like to express my sincere appreciation to the sworn and civilian officers for their dedication to the safety of the citizens and communities in this Province. In times when policing and law enforcement is under intense scrutiny and criticism, police need to know they have their employer’s support. As mentioned above, the police board plays an important role through cooperation with police leadership and the community, to maintain public confidence and trust. I commend those boards that have taken recent action on this front.

Lastly, I would like to remind you that in accordance with Section 26(4.2) of the *Police Act* municipal police boards must provide their priorities, goals and objectives to Assistant Deputy Minister of Policing and Security Branch and Director of Police Services, Brenda Butterworth-Carr. If you have any questions or

concerns regarding compliance with this statutory requirement, please contact David Pilling, Director of Police Governance (David.Pilling@gov.bc.ca).

I look forward to our continued work together in ensuring the fair, safe, and accountable delivery of police services in BC.

Sincerely,

Mike Farnworth
Minister of Public Safety
and Solicitor General



Truth and Reconciliation Commission of Canada: Calls to Action



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2015

Truth and Reconciliation Commission of Canada, 2012

1500-360 Main Street

Winnipeg, Manitoba

R3C 3Z3

Telephone: (204) 984-5885

Toll Free: 1-888-872-5554 (1-888-TRC-5554)

Fax: (204) 984-5915

E-mail: info@trc.ca

Website: www.trc.ca

Calls to Action

In order to redress the legacy of residential schools and advance the process of Canadian reconciliation, the Truth and Reconciliation Commission makes the following calls to action.

Legacy

CHILD WELFARE

1. We call upon the federal, provincial, territorial, and Aboriginal governments to commit to reducing the number of Aboriginal children in care by:
 - i. Monitoring and assessing neglect investigations.
 - ii. Providing adequate resources to enable Aboriginal communities and child-welfare organizations to keep Aboriginal families together where it is safe to do so, and to keep children in culturally appropriate environments, regardless of where they reside.
 - iii. Ensuring that social workers and others who conduct child-welfare investigations are properly educated and trained about the history and impacts of residential schools.
 - iv. Ensuring that social workers and others who conduct child-welfare investigations are properly educated and trained about the potential for Aboriginal communities and families to provide more appropriate solutions to family healing.
 - v. Requiring that all child-welfare decision makers consider the impact of the residential school experience on children and their caregivers.
2. We call upon the federal government, in collaboration with the provinces and territories, to prepare and

publish annual reports on the number of Aboriginal children (First Nations, Inuit, and Métis) who are in care, compared with non-Aboriginal children, as well as the reasons for apprehension, the total spending on preventive and care services by child-welfare agencies, and the effectiveness of various interventions.

3. We call upon all levels of government to fully implement Jordan's Principle.
4. We call upon the federal government to enact Aboriginal child-welfare legislation that establishes national standards for Aboriginal child apprehension and custody cases and includes principles that:
 - i. Affirm the right of Aboriginal governments to establish and maintain their own child-welfare agencies.
 - ii. Require all child-welfare agencies and courts to take the residential school legacy into account in their decision making.
 - iii. Establish, as an important priority, a requirement that placements of Aboriginal children into temporary and permanent care be culturally appropriate.
5. We call upon the federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate parenting programs for Aboriginal families.

EDUCATION

6. We call upon the Government of Canada to repeal Section 43 of the *Criminal Code of Canada*.
7. We call upon the federal government to develop with Aboriginal groups a joint strategy to eliminate

educational and employment gaps between Aboriginal and non-Aboriginal Canadians.

8. We call upon the federal government to eliminate the discrepancy in federal education funding for First Nations children being educated on reserves and those First Nations children being educated off reserves.
9. We call upon the federal government to prepare and publish annual reports comparing funding for the education of First Nations children on and off reserves, as well as educational and income attainments of Aboriginal peoples in Canada compared with non-Aboriginal people.
10. We call on the federal government to draft new Aboriginal education legislation with the full participation and informed consent of Aboriginal peoples. The new legislation would include a commitment to sufficient funding and would incorporate the following principles:
 - i. Providing sufficient funding to close identified educational achievement gaps within one generation.
 - ii. Improving education attainment levels and success rates.
 - iii. Developing culturally appropriate curricula.
 - iv. Protecting the right to Aboriginal languages, including the teaching of Aboriginal languages as credit courses.
 - v. Enabling parental and community responsibility, control, and accountability, similar to what parents enjoy in public school systems.
 - vi. Enabling parents to fully participate in the education of their children.
 - vii. Respecting and honouring Treaty relationships.
11. We call upon the federal government to provide adequate funding to end the backlog of First Nations students seeking a post-secondary education.
12. We call upon the federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate early childhood education programs for Aboriginal families.

LANGUAGE AND CULTURE

13. We call upon the federal government to acknowledge that Aboriginal rights include Aboriginal language rights.

14. We call upon the federal government to enact an Aboriginal Languages Act that incorporates the following principles:
 - i. Aboriginal languages are a fundamental and valued element of Canadian culture and society, and there is an urgency to preserve them.
 - ii. Aboriginal language rights are reinforced by the Treaties.
 - iii. The federal government has a responsibility to provide sufficient funds for Aboriginal-language revitalization and preservation.
 - iv. The preservation, revitalization, and strengthening of Aboriginal languages and cultures are best managed by Aboriginal people and communities.
 - v. Funding for Aboriginal language initiatives must reflect the diversity of Aboriginal languages.
15. We call upon the federal government to appoint, in consultation with Aboriginal groups, an Aboriginal Languages Commissioner. The commissioner should help promote Aboriginal languages and report on the adequacy of federal funding of Aboriginal-languages initiatives.
16. We call upon post-secondary institutions to create university and college degree and diploma programs in Aboriginal languages.
17. We call upon all levels of government to enable residential school Survivors and their families to reclaim names changed by the residential school system by waiving administrative costs for a period of five years for the name-change process and the revision of official identity documents, such as birth certificates, passports, driver's licenses, health cards, status cards, and social insurance numbers.

HEALTH

18. We call upon the federal, provincial, territorial, and Aboriginal governments to acknowledge that the current state of Aboriginal health in Canada is a direct result of previous Canadian government policies, including residential schools, and to recognize and implement the health-care rights of Aboriginal people as identified in international law, constitutional law, and under the Treaties.
19. We call upon the federal government, in consultation with Aboriginal peoples, to establish measurable goals to identify and close the gaps in health outcomes

between Aboriginal and non-Aboriginal communities, and to publish annual progress reports and assess long-term trends. Such efforts would focus on indicators such as: infant mortality, maternal health, suicide, mental health, addictions, life expectancy, birth rates, infant and child health issues, chronic diseases, illness and injury incidence, and the availability of appropriate health services.

20. In order to address the jurisdictional disputes concerning Aboriginal people who do not reside on reserves, we call upon the federal government to recognize, respect, and address the distinct health needs of the Métis, Inuit, and off-reserve Aboriginal peoples.
21. We call upon the federal government to provide sustainable funding for existing and new Aboriginal healing centres to address the physical, mental, emotional, and spiritual harms caused by residential schools, and to ensure that the funding of healing centres in Nunavut and the Northwest Territories is a priority.
22. We call upon those who can effect change within the Canadian health-care system to recognize the value of Aboriginal healing practices and use them in the treatment of Aboriginal patients in collaboration with Aboriginal healers and Elders where requested by Aboriginal patients.
23. We call upon all levels of government to:
 - i. Increase the number of Aboriginal professionals working in the health-care field.
 - ii. Ensure the retention of Aboriginal health-care providers in Aboriginal communities.
 - iii. Provide cultural competency training for all health-care professionals.
24. We call upon medical and nursing schools in Canada to require all students to take a course dealing with Aboriginal health issues, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, and Indigenous teachings and practices. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

JUSTICE

25. We call upon the federal government to establish a written policy that reaffirms the independence of the

Royal Canadian Mounted Police to investigate crimes in which the government has its own interest as a potential or real party in civil litigation.

26. We call upon the federal, provincial, and territorial governments to review and amend their respective statutes of limitations to ensure that they conform to the principle that governments and other entities cannot rely on limitation defences to defend legal actions of historical abuse brought by Aboriginal people.
27. We call upon the Federation of Law Societies of Canada to ensure that lawyers receive appropriate cultural competency training, which includes the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
28. We call upon law schools in Canada to require all law students to take a course in Aboriginal people and the law, which includes the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
29. We call upon the parties and, in particular, the federal government, to work collaboratively with plaintiffs not included in the Indian Residential Schools Settlement Agreement to have disputed legal issues determined expeditiously on an agreed set of facts.
30. We call upon federal, provincial, and territorial governments to commit to eliminating the overrepresentation of Aboriginal people in custody over the next decade, and to issue detailed annual reports that monitor and evaluate progress in doing so.
31. We call upon the federal, provincial, and territorial governments to provide sufficient and stable funding to implement and evaluate community sanctions that will provide realistic alternatives to imprisonment for Aboriginal offenders and respond to the underlying causes of offending.
32. We call upon the federal government to amend the Criminal Code to allow trial judges, upon giving reasons, to depart from mandatory minimum sentences and restrictions on the use of conditional sentences.

33. We call upon the federal, provincial, and territorial governments to recognize as a high priority the need to address and prevent Fetal Alcohol Spectrum Disorder (FASD), and to develop, in collaboration with Aboriginal people, FASD preventive programs that can be delivered in a culturally appropriate manner.
34. We call upon the governments of Canada, the provinces, and territories to undertake reforms to the criminal justice system to better address the needs of offenders with Fetal Alcohol Spectrum Disorder (FASD), including:
- i. Providing increased community resources and powers for courts to ensure that FASD is properly diagnosed, and that appropriate community supports are in place for those with FASD.
 - ii. Enacting statutory exemptions from mandatory minimum sentences of imprisonment for offenders affected by FASD.
 - iii. Providing community, correctional, and parole resources to maximize the ability of people with FASD to live in the community.
 - iv. Adopting appropriate evaluation mechanisms to measure the effectiveness of such programs and ensure community safety.
35. We call upon the federal government to eliminate barriers to the creation of additional Aboriginal healing lodges within the federal correctional system.
36. We call upon the federal, provincial, and territorial governments to work with Aboriginal communities to provide culturally relevant services to inmates on issues such as substance abuse, family and domestic violence, and overcoming the experience of having been sexually abused.
37. We call upon the federal government to provide more supports for Aboriginal programming in halfway houses and parole services.
38. We call upon the federal, provincial, territorial, and Aboriginal governments to commit to eliminating the overrepresentation of Aboriginal youth in custody over the next decade.
39. We call upon the federal government to develop a national plan to collect and publish data on the criminal victimization of Aboriginal people, including data related to homicide and family violence victimization.
40. We call on all levels of government, in collaboration with Aboriginal people, to create adequately funded and accessible Aboriginal-specific victim programs and services with appropriate evaluation mechanisms.
41. We call upon the federal government, in consultation with Aboriginal organizations, to appoint a public inquiry into the causes of, and remedies for, the disproportionate victimization of Aboriginal women and girls. The inquiry's mandate would include:
- i. Investigation into missing and murdered Aboriginal women and girls.
 - ii. Links to the intergenerational legacy of residential schools.
42. We call upon the federal, provincial, and territorial governments to commit to the recognition and implementation of Aboriginal justice systems in a manner consistent with the Treaty and Aboriginal rights of Aboriginal peoples, the *Constitution Act, 1982*, and the *United Nations Declaration on the Rights of Indigenous Peoples*, endorsed by Canada in November 2012.

Reconciliation

CANADIAN GOVERNMENTS AND THE UNITED NATIONS DECLARATION ON THE RIGHTS OF INDIGENOUS PEOPLE

43. We call upon federal, provincial, territorial, and municipal governments to fully adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
44. We call upon the Government of Canada to develop a national action plan, strategies, and other concrete measures to achieve the goals of the *United Nations Declaration on the Rights of Indigenous Peoples*.

ROYAL PROCLAMATION AND COVENANT OF RECONCILIATION

45. We call upon the Government of Canada, on behalf of all Canadians, to jointly develop with Aboriginal peoples a Royal Proclamation of Reconciliation to be issued by the Crown. The proclamation would build on the Royal Proclamation of 1763 and the Treaty of Niagara of 1764, and reaffirm the nation-to-nation relationship between Aboriginal peoples and the Crown. The proclamation would include, but not be limited to, the following commitments:

- i. Repudiate concepts used to justify European sovereignty over Indigenous lands and peoples such as the Doctrine of Discovery and *terra nullius*.
 - ii. Adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
 - iii. Renew or establish Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.
 - iv. Reconcile Aboriginal and Crown constitutional and legal orders to ensure that Aboriginal peoples are full partners in Confederation, including the recognition and integration of Indigenous laws and legal traditions in negotiation and implementation processes involving Treaties, land claims, and other constructive agreements.
46. We call upon the parties to the Indian Residential Schools Settlement Agreement to develop and sign a Covenant of Reconciliation that would identify principles for working collaboratively to advance reconciliation in Canadian society, and that would include, but not be limited to:
- i. Reaffirmation of the parties' commitment to reconciliation.
 - ii. Repudiation of concepts used to justify European sovereignty over Indigenous lands and peoples, such as the Doctrine of Discovery and *terra nullius*, and the reformation of laws, governance structures, and policies within their respective institutions that continue to rely on such concepts.
 - iii. Full adoption and implementation of the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
 - iv. Support for the renewal or establishment of Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.
 - v. Enabling those excluded from the Settlement Agreement to sign onto the Covenant of Reconciliation.
 - vi. Enabling additional parties to sign onto the Covenant of Reconciliation.

47. We call upon federal, provincial, territorial, and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and *terra nullius*, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.

SETTLEMENT AGREEMENT PARTIES AND THE UNITED NATIONS DECLARATION ON THE RIGHTS OF INDIGENOUS PEOPLES

48. We call upon the church parties to the Settlement Agreement, and all other faith groups and interfaith social justice groups in Canada who have not already done so, to formally adopt and comply with the principles, norms, and standards of the *United Nations Declaration on the Rights of Indigenous Peoples* as a framework for reconciliation. This would include, but not be limited to, the following commitments:
- i. Ensuring that their institutions, policies, programs, and practices comply with the *United Nations Declaration on the Rights of Indigenous Peoples*.
 - ii. Respecting Indigenous peoples' right to self-determination in spiritual matters, including the right to practise, develop, and teach their own spiritual and religious traditions, customs, and ceremonies, consistent with Article 12:1 of the *United Nations Declaration on the Rights of Indigenous Peoples*.
 - iii. Engaging in ongoing public dialogue and actions to support the *United Nations Declaration on the Rights of Indigenous Peoples*.
 - iv. Issuing a statement no later than March 31, 2016, from all religious denominations and faith groups, as to how they will implement the *United Nations Declaration on the Rights of Indigenous Peoples*.
49. We call upon all religious denominations and faith groups who have not already done so to repudiate concepts used to justify European sovereignty over Indigenous lands and peoples, such as the Doctrine of Discovery and *terra nullius*.

EQUITY FOR ABORIGINAL PEOPLE IN THE LEGAL SYSTEM

50. In keeping with the *United Nations Declaration on the Rights of Indigenous Peoples*, we call upon the federal government, in collaboration with Aboriginal organizations, to fund the establishment of Indigenous law institutes for the development, use, and

understanding of Indigenous laws and access to justice in accordance with the unique cultures of Aboriginal peoples in Canada.

51. We call upon the Government of Canada, as an obligation of its fiduciary responsibility, to develop a policy of transparency by publishing legal opinions it develops and upon which it acts or intends to act, in regard to the scope and extent of Aboriginal and Treaty rights.
52. We call upon the Government of Canada, provincial and territorial governments, and the courts to adopt the following legal principles:
 - i. Aboriginal title claims are accepted once the Aboriginal claimant has established occupation over a particular territory at a particular point in time.
 - ii. Once Aboriginal title has been established, the burden of proving any limitation on any rights arising from the existence of that title shifts to the party asserting such a limitation.

NATIONAL COUNCIL FOR RECONCILIATION

53. We call upon the Parliament of Canada, in consultation and collaboration with Aboriginal peoples, to enact legislation to establish a National Council for Reconciliation. The legislation would establish the council as an independent, national, oversight body with membership jointly appointed by the Government of Canada and national Aboriginal organizations, and consisting of Aboriginal and non-Aboriginal members. Its mandate would include, but not be limited to, the following:
 - i. Monitor, evaluate, and report annually to Parliament and the people of Canada on the Government of Canada's post-apology progress on reconciliation to ensure that government accountability for reconciling the relationship between Aboriginal peoples and the Crown is maintained in the coming years.
 - ii. Monitor, evaluate, and report to Parliament and the people of Canada on reconciliation progress across all levels and sectors of Canadian society, including the implementation of the Truth and Reconciliation Commission of Canada's Calls to Action.
 - iii. Develop and implement a multi-year National Action Plan for Reconciliation, which includes research and policy development, public education programs, and resources.
54. We call upon the Government of Canada to provide multi-year funding for the National Council for Reconciliation to ensure that it has the financial, human, and technical resources required to conduct its work, including the endowment of a National Reconciliation Trust to advance the cause of reconciliation.
55. We call upon all levels of government to provide annual reports or any current data requested by the National Council for Reconciliation so that it can report on the progress towards reconciliation. The reports or data would include, but not be limited to:
 - i. The number of Aboriginal children—including Métis and Inuit children—in care, compared with non-Aboriginal children, the reasons for apprehension, and the total spending on preventive and care services by child-welfare agencies.
 - ii. Comparative funding for the education of First Nations children on and off reserves.
 - iii. The educational and income attainments of Aboriginal peoples in Canada compared with non-Aboriginal people.
 - iv. Progress on closing the gaps between Aboriginal and non-Aboriginal communities in a number of health indicators such as: infant mortality, maternal health, suicide, mental health, addictions, life expectancy, birth rates, infant and child health issues, chronic diseases, illness and injury incidence, and the availability of appropriate health services.
 - v. Progress on eliminating the overrepresentation of Aboriginal children in youth custody over the next decade.
 - vi. Progress on reducing the rate of criminal victimization of Aboriginal people, including data related to homicide and family violence victimization and other crimes.
 - vii. Progress on reducing the overrepresentation of Aboriginal people in the justice and correctional systems.
56. We call upon the prime minister of Canada to formally respond to the report of the National Council for Reconciliation by issuing an annual "State of Aboriginal Peoples" report, which would outline the government's plans for advancing the cause of reconciliation.

PROFESSIONAL DEVELOPMENT AND TRAINING FOR PUBLIC SERVANTS

57. We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

CHURCH APOLOGIES AND RECONCILIATION

58. We call upon the Pope to issue an apology to Survivors, their families, and communities for the Roman Catholic Church's role in the spiritual, cultural, emotional, physical, and sexual abuse of First Nations, Inuit, and Métis children in Catholic-run residential schools. We call for that apology to be similar to the 2010 apology issued to Irish victims of abuse and to occur within one year of the issuing of this Report and to be delivered by the Pope in Canada.
59. We call upon church parties to the Settlement Agreement to develop ongoing education strategies to ensure that their respective congregations learn about their church's role in colonization, the history and legacy of residential schools, and why apologies to former residential school students, their families, and communities were necessary.
60. We call upon leaders of the church parties to the Settlement Agreement and all other faiths, in collaboration with Indigenous spiritual leaders, Survivors, schools of theology, seminaries, and other religious training centres, to develop and teach curriculum for all student clergy, and all clergy and staff who work in Aboriginal communities, on the need to respect Indigenous spirituality in its own right, the history and legacy of residential schools and the roles of the church parties in that system, the history and legacy of religious conflict in Aboriginal families and communities, and the responsibility that churches have to mitigate such conflicts and prevent spiritual violence.
61. We call upon church parties to the Settlement Agreement, in collaboration with Survivors and representatives of Aboriginal organizations, to establish permanent funding to Aboriginal people for:
- i. Community-controlled healing and reconciliation projects.

- ii. Community-controlled culture- and language-revitalization projects.
- iii. Community-controlled education and relationship-building projects.
- iv. Regional dialogues for Indigenous spiritual leaders and youth to discuss Indigenous spirituality, self-determination, and reconciliation.

EDUCATION FOR RECONCILIATION

62. We call upon the federal, provincial, and territorial governments, in consultation and collaboration with Survivors, Aboriginal peoples, and educators, to:
- i. Make age-appropriate curriculum on residential schools, Treaties, and Aboriginal peoples' historical and contemporary contributions to Canada a mandatory education requirement for Kindergarten to Grade Twelve students.
 - ii. Provide the necessary funding to post-secondary institutions to educate teachers on how to integrate Indigenous knowledge and teaching methods into classrooms.
 - iii. Provide the necessary funding to Aboriginal schools to utilize Indigenous knowledge and teaching methods in classrooms.
 - iv. Establish senior-level positions in government at the assistant deputy minister level or higher dedicated to Aboriginal content in education.
63. We call upon the Council of Ministers of Education, Canada to maintain an annual commitment to Aboriginal education issues, including:
- i. Developing and implementing Kindergarten to Grade Twelve curriculum and learning resources on Aboriginal peoples in Canadian history, and the history and legacy of residential schools.
 - ii. Sharing information and best practices on teaching curriculum related to residential schools and Aboriginal history.
 - iii. Building student capacity for intercultural understanding, empathy, and mutual respect.
 - iv. Identifying teacher-training needs relating to the above.
64. We call upon all levels of government that provide public funds to denominational schools to require such schools to provide an education on comparative religious studies, which must include a segment on

Aboriginal spiritual beliefs and practices developed in collaboration with Aboriginal Elders.

65. We call upon the federal government, through the Social Sciences and Humanities Research Council, and in collaboration with Aboriginal peoples, post-secondary institutions and educators, and the National Centre for Truth and Reconciliation and its partner institutions, to establish a national research program with multi-year funding to advance understanding of reconciliation.

YOUTH PROGRAMS

66. We call upon the federal government to establish multi-year funding for community-based youth organizations to deliver programs on reconciliation, and establish a national network to share information and best practices.

MUSEUMS AND ARCHIVES

67. We call upon the federal government to provide funding to the Canadian Museums Association to undertake, in collaboration with Aboriginal peoples, a national review of museum policies and best practices to determine the level of compliance with the *United Nations Declaration on the Rights of Indigenous Peoples* and to make recommendations.
68. We call upon the federal government, in collaboration with Aboriginal peoples, and the Canadian Museums Association to mark the 150th anniversary of Canadian Confederation in 2017 by establishing a dedicated national funding program for commemoration projects on the theme of reconciliation.
69. We call upon Library and Archives Canada to:
- i. Fully adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* and the *United Nations Joint-Orientlicher Principles*, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.
 - ii. Ensure that its record holdings related to residential schools are accessible to the public.
 - iii. Commit more resources to its public education materials and programming on residential schools.
70. We call upon the federal government to provide funding to the Canadian Association of Archivists to undertake, in collaboration with Aboriginal peoples, a national review of archival policies and best practices to:

- i. Determine the level of compliance with the *United Nations Declaration on the Rights of Indigenous Peoples* and the *United Nations Joint-Orientlicher Principles*, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.
- ii. Produce a report with recommendations for full implementation of these international mechanisms as a reconciliation framework for Canadian archives.

MISSING CHILDREN AND BURIAL INFORMATION

71. We call upon all chief coroners and provincial vital statistics agencies that have not provided to the Truth and Reconciliation Commission of Canada their records on the deaths of Aboriginal children in the care of residential school authorities to make these documents available to the National Centre for Truth and Reconciliation.
72. We call upon the federal government to allocate sufficient resources to the National Centre for Truth and Reconciliation to allow it to develop and maintain the National Residential School Student Death Register established by the Truth and Reconciliation Commission of Canada.
73. We call upon the federal government to work with churches, Aboriginal communities, and former residential school students to establish and maintain an online registry of residential school cemeteries, including, where possible, plot maps showing the location of deceased residential school children.
74. We call upon the federal government to work with the churches and Aboriginal community leaders to inform the families of children who died at residential schools of the child's burial location, and to respond to families' wishes for appropriate commemoration ceremonies and markers, and reburial in home communities where requested.
75. We call upon the federal government to work with provincial, territorial, and municipal governments, churches, Aboriginal communities, former residential school students, and current landowners to develop and implement strategies and procedures for the ongoing identification, documentation, maintenance, commemoration, and protection of residential school cemeteries or other sites at which residential school children were buried. This is to include the provision of

appropriate memorial ceremonies and commemorative markers to honour the deceased children.

76. We call upon the parties engaged in the work of documenting, maintaining, commemorating, and protecting residential school cemeteries to adopt strategies in accordance with the following principles:
- i. The Aboriginal community most affected shall lead the development of such strategies.
 - ii. Information shall be sought from residential school Survivors and other Knowledge Keepers in the development of such strategies.
 - iii. Aboriginal protocols shall be respected before any potentially invasive technical inspection and investigation of a cemetery site.

NATIONAL CENTRE FOR TRUTH AND RECONCILIATION

77. We call upon provincial, territorial, municipal, and community archives to work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the National Centre for Truth and Reconciliation.
78. We call upon the Government of Canada to commit to making a funding contribution of \$10 million over seven years to the National Centre for Truth and Reconciliation, plus an additional amount to assist communities to research and produce histories of their own residential school experience and their involvement in truth, healing, and reconciliation.

COMMEMORATION

79. We call upon the federal government, in collaboration with Survivors, Aboriginal organizations, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration. This would include, but not be limited to:
- i. Amending the Historic Sites and Monuments Act to include First Nations, Inuit, and Métis representation on the Historic Sites and Monuments Board of Canada and its Secretariat.
 - ii. Revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada's national heritage and history.

- iii. Developing and implementing a national heritage plan and strategy for commemorating residential school sites, the history and legacy of residential schools, and the contributions of Aboriginal peoples to Canada's history.

80. We call upon the federal government, in collaboration with Aboriginal peoples, to establish, as a statutory holiday, a National Day for Truth and Reconciliation to honour Survivors, their families, and communities, and ensure that public commemoration of the history and legacy of residential schools remains a vital component of the reconciliation process.
81. We call upon the federal government, in collaboration with Survivors and their organizations, and other parties to the Settlement Agreement, to commission and install a publicly accessible, highly visible, Residential Schools National Monument in the city of Ottawa to honour Survivors and all the children who were lost to their families and communities.
82. We call upon provincial and territorial governments, in collaboration with Survivors and their organizations, and other parties to the Settlement Agreement, to commission and install a publicly accessible, highly visible, Residential Schools Monument in each capital city to honour Survivors and all the children who were lost to their families and communities.
83. We call upon the Canada Council for the Arts to establish, as a funding priority, a strategy for Indigenous and non-Indigenous artists to undertake collaborative projects and produce works that contribute to the reconciliation process.

MEDIA AND RECONCILIATION

84. We call upon the federal government to restore and increase funding to the CBC/Radio-Canada, to enable Canada's national public broadcaster to support reconciliation, and be properly reflective of the diverse cultures, languages, and perspectives of Aboriginal peoples, including, but not limited to:
- i. Increasing Aboriginal programming, including Aboriginal-language speakers.
 - ii. Increasing equitable access for Aboriginal peoples to jobs, leadership positions, and professional development opportunities within the organization.
 - iii. Continuing to provide dedicated news coverage and online public information resources on issues of concern to Aboriginal peoples and all Canadians,

including the history and legacy of residential schools and the reconciliation process.

85. We call upon the Aboriginal Peoples Television Network, as an independent non-profit broadcaster with programming by, for, and about Aboriginal peoples, to support reconciliation, including but not limited to:
- i. Continuing to provide leadership in programming and organizational culture that reflects the diverse cultures, languages, and perspectives of Aboriginal peoples.
 - ii. Continuing to develop media initiatives that inform and educate the Canadian public, and connect Aboriginal and non-Aboriginal Canadians.
86. We call upon Canadian journalism programs and media schools to require education for all students on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations.

SPORTS AND RECONCILIATION

87. We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.
88. We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.
89. We call upon the federal government to amend the Physical Activity and Sport Act to support reconciliation by ensuring that policies to promote physical activity as a fundamental element of health and well-being, reduce barriers to sports participation, increase the pursuit of excellence in sport, and build capacity in the Canadian sport system, are inclusive of Aboriginal peoples.
90. We call upon the federal government to ensure that national sports policies, programs, and initiatives are inclusive of Aboriginal peoples, including, but not limited to, establishing:
- i. In collaboration with provincial and territorial governments, stable funding for, and access to, community sports programs that reflect the diverse

cultures and traditional sporting activities of Aboriginal peoples.

- ii. An elite athlete development program for Aboriginal athletes.
 - iii. Programs for coaches, trainers, and sports officials that are culturally relevant for Aboriginal peoples.
 - iv. Anti-racism awareness and training programs.
91. We call upon the officials and host countries of international sporting events such as the Olympics, Pan Am, and Commonwealth games to ensure that Indigenous peoples' territorial protocols are respected, and local Indigenous communities are engaged in all aspects of planning and participating in such events.

BUSINESS AND RECONCILIATION

92. We call upon the corporate sector in Canada to adopt the *United Nations Declaration on the Rights of Indigenous Peoples* as a reconciliation framework and to apply its principles, norms, and standards to corporate policy and core operational activities involving Indigenous peoples and their lands and resources. This would include, but not be limited to, the following:
- i. Commit to meaningful consultation, building respectful relationships, and obtaining the free, prior, and informed consent of Indigenous peoples before proceeding with economic development projects.
 - ii. Ensure that Aboriginal peoples have equitable access to jobs, training, and education opportunities in the corporate sector, and that Aboriginal communities gain long-term sustainable benefits from economic development projects.
 - iii. Provide education for management and staff on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills based training in intercultural competency, conflict resolution, human rights, and anti-racism.

NEWCOMERS TO CANADA

93. We call upon the federal government, in collaboration with the national Aboriginal organizations, to revise the information kit for newcomers to Canada and its citizenship test to reflect a more inclusive history of the diverse Aboriginal peoples of Canada, including

information about the Treaties and the history of residential schools.

94. We call upon the Government of Canada to replace the Oath of Citizenship with the following:

I swear (or affirm) that I will be faithful and bear true allegiance to Her Majesty Queen Elizabeth II, Queen of Canada, Her Heirs and Successors, and that I will faithfully observe the laws of Canada including Treaties with Indigenous Peoples, and fulfill my duties as a Canadian citizen.

Truth and Reconciliation Commission of Canada

1500-360 Main Street

Winnipeg, Manitoba

R3C 3Z3

Telephone: (204) 984-5885

Toll Free: 1-888-872-5554 (1-888-TRC-5554)

Fax: (204) 984-5915

E-mail: info@trc.ca

Website: www.trc.ca



April 9, 2020

Honourable Mike Farnworth
Minister of Public Safety and Solicitor General
PO Box 9010 Stn Prov Govt
Victoria, BC V8W 9E2

Mayor Doug McCallum
13450 104 Avenue
Surrey, BC V3T 1V8

Dear Minister Farnworth and Mayor McCallum,

We are writing to seek your commitment to engage the Surrey Urban Indigenous Leadership Committee (SUILC) in the next step of the transition to a municipal police force in Surrey.

As the report by the Provincial/Municipal Policing Transition Study Committee noted,

The large Indigenous off-reserve population of Surrey should be identified as a priority group for engagement regarding the policing transition.

SUILC is well positioned to support this engagement. SUILC is a coalition of Indigenous organizations (and some non-Indigenous organizations) based in Surrey. Our mission is to be a collective voice for urban Indigenous people living in Surrey. We advocate on behalf of all urban Indigenous people in Surrey and work collaboratively with other governments, organizations, and individuals that are committed to understanding and achieving our vision.

Over the years, we have noted many concerns of the urban Indigenous community as it relates to policing and public safety. In particular, improving the physical safety of Indigenous women, children, and youth has been consistently raised as a concern. Our fear is that without a commitment to engagement, the police transition will result in even greater levels of violence and tragedy for this vulnerable sub-set of our population.

With our commitment, focus and attention, however, we can ensure that the new Surrey Police has an appropriate mandate, an effective strategy, and is equipped to meet the needs of our young, growing, urban Indigenous community.

We understand that creating a municipal police force is a priority for Surrey and that the goal is to have the new police force operational by April 2021. As such, we urgently request your guidance on two matters. First, how and when will urban Indigenous people be able to provide input to this

IndigenousLeadership@surrey.ca



critical work and second, who will provide the resources to ensure that our coalition can support an appropriate engagement with the urban Indigenous community?

We look forward to a quick response.

All Our Relations,

Joanne Mills
Co-Chair SUILC &
Executive Director
Fraser Region Aboriginal
Friendship Center

Keenan McCarthy
Co-Chair SUILC &
President Nova Métis

REGULAR**REPORT DATE:** October 8, 2020**BOARD MEETING DATE:** October 13, 2020**REPORT #** 2020-GOV002**TO:** Surrey Police Board**FROM:** Governance Committee**FILE:** 60540-20-03**SUBJECT:** Ministry of Public Safety and Solicitor General's Priorities, Goals and Objectives for Policing

RECOMMENDATION

The Governance Committee recommends that the Board:

- A. Receive this report for information; and
- B. Develop a Diversity and Inclusion Plan, including a Board Statement on Diversity and Inclusion, to ensure that the Surrey Police Service reflects the rich diversity of the City of Surrey.

PURPOSE

This report outlines the key priorities, goals and objectives of the Ministry of Public Safety and Solicitor General (MPSSG) with regards to policing in British Columbia and outlines current actions to date in Surrey on each priority item. It also recommends the development of Diversity and Inclusion Plan for the Surrey Police Service (SPS).

BACKGROUND

On August 6, 2020, the Board adopted a motion to create the SPS. The *BC Police Act* [RSPC 1996] (the *Police Act*) defines roles and responsibilities for the Board, the Chief Constable, the municipality and the Minister in making decisions regarding a municipal police service.

On September 18, 2020, the Minister of Public Safety and Solicitor General (the Minister), in accordance with Sections 2.1, 26(4.1) and (4.2) of the *Police Act*, provided guidance regarding the priorities, goals and objectives for policing and law enforcement in British Columbia. These priorities reflect the mandate given to the Minister by the Premier of British Columbia as well as key priority issues in policing for today.

DISCUSSION

Each year, the Minister provides guidance on policing priorities, goals and objectives. This year's version outlines priorities in several areas, noting needs for action on diversity and inclusion, training curricula, policing standards, approaches to the public health state of emergency, promoting public awareness on the role of police boards, and reform of the *Police Act*. A focus on cost effectiveness in preparing policing budgets is also emphasized by the Minister.

The Minister provides an update on the July 8, 2020 appointment by the Legislative Assembly of a Special Committee on Reforming the *Police Act* to examine, inquire into and make recommendations on:

- Reforms related to the modernization and sustainability of policing under the *Police Act*;
- The role of police with respect to complex social issues including mental health and wellness, addictions and harm reduction;
- The scope of systemic racism within police agencies; and
- Whether measures are necessary to ensure a modernized *Police Act* is consistent with the United Nations Declaration on the Rights of Indigenous Peoples.

The Minister outlines several priorities for policing in BC. The following section of the report outlines those priorities and provides a brief status update on those issues relative to work of the Board and the City of Surrey Policing Transition Team.

Priority Issue 1 – Protecting Vulnerable Populations and Enhancing Diversity and Inclusion

The Minister has emphasized that the Provincial government wishes to ensure people, especially those who are most vulnerable, are protected. This can be achieved by strengthening relationships and public trust with those who have not historically felt well supported or positively engaged by the police. As well, the Minister highlighted the importance of police boards working with other leaders in public safety (i.e., those providing social supports, promoting mental health, and delivering services to address housing and other community services) in an integrated approach.

All public safety partners bear the responsibility to mete out racism in policing and the Minister has encouraged the Board and the Chief Constable to demonstrate leadership to ensure SPS reflects the diversity of the community and takes active steps to increase cultural awareness and inclusion and to eliminate discriminatory practices.

Actions to Date on this Priority in Surrey

Diversity and inclusion are key principles that will inform the design of the SPS and, to date, human resources policies and practices have been developed to ensure recruitment, onboarding and employee programs are designed to promote a diverse and inclusive workplace. Draft Human Rights and Respectful Workplace, and Code of Conduct policies have been prepared for consideration by the Human Resources Committee and approval by the Board. In addition, a draft Diversity and Inclusion Statement has been prepared for implementation by the Chief Constable, outlining practices in recruitment, training, onboarding, communications and employee well-being programs that will promote an organizational culture that embraces diversity and actively seeks to engage traditionally underrepresented groups to promote public safety and careers in policing for individuals from all backgrounds.

Priority Issue 2 - Recruit Training Curricula

The Minister states that updates are being implemented to the curricula of the Justice Institute of British Columbia (JIBC) Police Academy to ensure recruits are trained appropriately and demonstrate proficiency policing with due regard to equity, diversity and inclusion.

Actions to Date on this Priority in Surrey

Early engagement with JIBC Police Academy focused on ensuring the recruit training needs of the SPS were clearly articulated to support the JIBC Police Academy to plan for, seek funding for, and implement increased capacity. At that time, the JIBC Police Academy curriculum review was underway. Now the review has been completed and the Province is implementing changes to improve the recruit training curriculum, the Chief Constable will be in a position to articulate in more detail the priorities for SPS recruit training and help inform implementation of the new curricula regarding diversity and inclusion.

The Board will ensure that the JIBC Police Academy curricula are aligned to the SPS priorities, goals and objectives regarding diversity and inclusion. This can be achieved through both direct engagement with the JIBC Police Academy and through the Board's participation in the Association of Police Boards.

Priority Issue 3 - Policing Standards

The Minister states that the BC Provincial Policing Standards (the Standards) for the promotion of unbiased policing are nearing completion. This work builds on Standards governing police stops introduced in January of this year, a key purpose of which is to ensure that police interactions with the public are not random or arbitrary and are not motivated by a person's race or other identifying factors.

Actions to Date on this Priority in Surrey

Work to date for SPS has focused on outlining the core elements of policies and procedures that will be further refined under the leadership of the Chief Constable. A Policing Standards Matrix will be brought forward to the Board in a future report. The matrix outlines each of the Standards, how they will be met through policies, procedures, practices or implementation of physical infrastructure, while noting the status of each item and who will be responsible for ensuring standards are met. The Standards framework outlines those items for which the Board is responsible, with the majority the responsibility of the Chief Constable. Once the Minister finalizes the Standards for unbiased policing they will be incorporated into the SPS Policing Standards Matrix.

Priority Issue 4 - Public Health State of Emergency

British Columbia has seen a significant rise in illicit drug toxicity deaths in recent months and concerns with overdose deaths are ongoing since being declared a Provincial public health emergency in 2016.

Increasingly, fentanyl is being detected in overdose deaths and changing patterns of production and importation of fentanyl, as well as increased toxicity levels, require law enforcement to continue work in addressing this issue through efforts to disrupt the supply chain. In April 2019, recommendations of the BC Provincial Health Officer were published in the report "Stopping the Harm: Decriminalization of People Who Use Drugs in BC."

Actions to Date on this Priority in Surrey

Since 2016, the City of Surrey (the City) has been working to address the public health state of emergency related to the opioid poisoning crisis. An Opioid Crisis Response Strategy was put in place with Fire Services taking a leadership role in creating tools to track and improve responses to overdose events in Surrey. The City led the Substance Use Awareness Team and was a co-lead with Fraser Health Authority of the Community Action Team, which was supported through Provincial funding. Both were examples of multi-agency collaborative efforts with social service providers and public safety (i.e., fire, police, bylaws). These were precursors to situation tables which go beyond agency collaboration to active case management by the table members.

The Board will begin to consider how SPS will support a public health and harm reduction approach to this issue and how SPS can partner and support community efforts to reduce stigma and enhance pathways for those facing substance use challenges into substance use systems of care.

Priority Issue 5 – Situation Tables

The Ministry endorses Situation Tables, which are a proven practice for enabling community safety, health and social service providers to quickly identify and respond to the risks present in the lives of vulnerable people. Situation Tables allow the police to refer clients engaged in non-criminal behaviour (i.e., related to mental illness or poverty) to health and social services professionals. This approach ensures that vulnerable people receive the care that they require from those trained to assist and that police can focus on their core law enforcement duties.

Actions to Date on this Priority in Surrey

Surrey RCMP, in partnership with the City, established one of the first Situation Tables in BC – the Surrey Mobilization and Resilience Table (SMART). SMART continues to operate and is supported by City staff. The City continues to expand and advocate for the use of Situation Tables. Following SMART, the City designed and leads the Children and Youth at Risk Table (CHART) as part of the Surrey Anti-gang Family Empowerment Program (SAFE), which receives funding from Public Safety Canada. Surrey has a very strong track record in Situation Tables and integration of public health approaches to persistent social issues like the opioid poisoning crisis. SPS will become part of these existing tables and will build on these to ensure that public health and public safety programs use a best practices approach to Situation Tables and other similar interventions.

Priority Issue 6 - Public Awareness of the Role of Police Boards

Equally as important (and as recent events demonstrate), the Minister states that public awareness of police boards and their role in police oversight, accountability and public safety is critical. The Board will engage with the community on developing priorities, goals and objectives and will work to increase its profile in the community to encourage broad public participation in the decision-making process.

Actions to Date on this Priority in Surrey

A communications strategy has been developed with the goal of increasing public awareness on the role of the Board, the process to establish the SPS, and to promote public safety in the community. This strategy is moving into execution with an early focus on communications specific to the Board. In the coming months, this strategy will build public trust in the SPS and support the Chief Constable as they undertake a

recruitment campaign and engage the community on the priorities, goals and objectives of the SPS. A Citizen Engagement Strategy was completed in April – June 2019 which provided foundational input from the community on priorities for policing and began community engagement on the SPS. In the coming months, more community engagement events and outreach opportunities will be necessary.

Priority Issue 7 - Cost Effectiveness

With increasing pressure on budgets, there is urgency to find new and cost-effective means of policing and law enforcement. Integrated services provide other benefits including improved use of specialized resources, a more holistic approach to investigations, and a regional focus to cross-jurisdictional crime. Exploration of alternative service delivery options and maintaining commitments to integrated services as well as identifying opportunities to leverage other integrated policing models will be a priority for the Board.

Actions to Date on this Priority in Surrey

The Finance Committee of the Board and the City are collaborating on development of a fiscally responsible budget consistent with the Board's obligations to submit a budget per the *Police Act*. A Memorandum of Understanding is in place to enable effective collaboration to ensure effective use of resources for the establishment phase of the SPS and into the operational phase.

Next Steps – Developing a Diversity and Inclusion Plan for Surrey Police

The Minister's communication of the 2021 priorities, goals and objectives aligns very well with the early commitments of the Board and work to date by the City. A key priority for the Minister is for police organizations to continue to address issues of diversity and inclusion.

The Board has an unprecedented opportunity to build a diverse and inclusive organization, and a workforce, that will reflect the community it serves and bring broad perspectives to policing in Surrey. One of the first tasks of the Chief Constable of the Surrey Police Service will be the development of a diverse and inclusive organization. It is important therefore, that the Board make a clear commitment and expectation that the SPS be a diverse workforce through the hiring people of different races, colours, ancestries, places of origin, political beliefs, religions, marital status, family status, physical or mental disabilities, sex, sexual orientation, gender identification or expression, and ages and create a workplace that is inclusive, where everyone feels welcome and is able to fully contribute to the organization.

As a foundational element to this commitment, the Governance Committee recommends that the Board develop a clear *Statement on Diversity and Inclusion* as part of a comprehensive *Inclusion and Diversity Plan for the Surrey Police Service*. Through such a statement and accompanying plan, the Board recognizes and embraces the broad and considerable benefits that can come from diversity, including strong and effective governance, improved decision making, broader perspectives and ideas, and new approaches to issues.

A clear commitment to diversity and inclusion in all practices and policies is an important element in recruiting police officers and civilian staff from a wide variety of backgrounds, cultures and experiences. The development of police-community partnerships and trust between the police and communities has been shown to be enhanced when representatives of the police departments represent the diversity of the communities they serve.

While operational performance is enhanced through the creation of a diverse and inclusive workforce that represents a broad spectrum of perspectives, experiences, and backgrounds, it is also crucial to recognize that barriers to recruitment may exist for diverse candidates. Once recognized, recruitment can look to innovative solutions to dismantle barriers to recruitment and promotion within the SPS. Over the last several decades, police services have struggled to ensure their organization reflect the diversity of their community. A commitment from the very beginning will ensure that this is not the case for the SPS.

In addition to the recommendation to develop a *Statement on Diversity and Inclusion and Inclusion and Diversity Plan for the Surrey Police Service*, the Governance Committee, in a separate report, recommends development of an *Indigenization Strategy for Surrey Police Service*. An Indigenization strategy, combined with an inclusion and diversity plan, will serve as a roadmap for a police service built in Surrey that reflects our rich diversity.

Submission of Priorities, Goals and Objectives

In accordance with Section 26(4.2) of the *Police Act*, the Board must provide its priorities, goals and objectives to Assistant Deputy Minister of Policing and Security Branch and Director of Police Services, Brenda Butterworth-Carr. The Board will need to prepare documentation to meet this requirement and provide an overview of the actions discussed in this report.

In September 2020, the City provided input to the Board on the priorities, goals and objectives identified through the Public Safety Strategy and the Citizen Engagement Strategy, as well as research on best practices, in the report “Communicating the City of Surrey Priorities, Goals and Objectives for Policing.” The Governance Committee will lead, with the Chief Constable, documentation of the SPS priorities, goals and objectives to meet the requirements under the *Police Act* to provide these to the Province of BC.

CONCLUSION

Consistent with his authorities under the *Police Act*, the Minister provides regular guidance to police boards on the priorities, goals and objectives of the Province with regard to policing. The 2021 priorities are strongly aligned with the direction of the SPS. Creating a diverse and inclusive organization is complex and requires ongoing input from all stakeholders. This can be achieved by continuing to move forward on the development of a SPS that reflects our rich diversity. This report summarizes key issues, responses to date in the City of Surrey and recommends key next steps.



Harley Chappell
Chair, Governance Committee

Mayors of Cities with Municipal Police Boards

Dear Sirs/Madams:

In accordance with Sections 2.1, 26(4.1) and (4.2) of the *Police Act*, I am writing to provide you with my policing priorities, goals and objectives for policing and law enforcement across British Columbia. These priorities are a reflection of the mandate given to me by the Premier of British Columbia as well as key priority issues in policing for today. This letter builds on and does not replace those priorities identified in my letter of June 18, 2019.

It remains a key priority of this government to protect people especially those who are most vulnerable. We must continue to strengthen relationships and public trust with those who have not historically felt supported by the police. Working with other leaders in public safety in a multi-faceted and integrated approach, including social, mental health and addictions, housing and community services will ensure those people who require support the most are receiving it from the appropriate resources with the specialized resources and training.

All partners involved in public safety bear the responsibility to mete out racism in policing. As the Solicitor General and Minister of Public Safety, I encourage municipal police boards to demonstrate leadership in working with police executive and the public to ensure police departments reflect the diversity of the community they serve and to take active steps to increase cultural awareness, inclusion and eliminate discriminatory practices.

To that end, the ministry is supporting the Justice Institute of British Columbia (JIBC) Police Academy (PA) in ensuring the police recruit training curriculum is of the highest quality and meets the needs of communities and stakeholders. The curriculum is being updated to include two new competencies that will ensure recruits are trained and assessed to demonstrate proficiency in day-to-day policing tasks with a specific lens on equity, diversity and inclusion, and conflict management. It will also include the addition of the BC Fair and Impartial Policing course, which will provide a set of practical skills for recruits to help police more effectively, justly and safely, while improvements are also made to strengthen cultural competencies. Given the role police boards have in setting priorities, goals and objectives and in developing the budget for municipal police departments, I am requesting that you remain engaged with the JIBC to ensure your recruiting needs are being met. As well, I encourage you to stay apprised of updates through the BC Association of Police Boards as the JIBC PA works to develop a sustainable business and funding model for the future.

As you may be aware, BC Provincial Policing Standards (the Standards) for the promotion of unbiased policing are nearing completion which will require action in these and other related areas. This work builds on Standards governing police stops introduced in January of this year, a key purpose of which is to ensure that police interactions with the public are not random or arbitrary and are not motivated by a person's race or other identifying factors. In our current environment we all need to look at what and how we can do better. The Standards may evolve further, and I look forward to the continued cooperation of police boards in ensuring compliance with these and all other Standards.

British Columbia has seen a significant rise in illicit drug toxicity deaths in recent months, and concerns with overdose deaths are ongoing since being declared a provincial public health emergency in 2016. Increasingly, fentanyl is being detected in overdose deaths and changing patterns of production and importation of fentanyl, as well as increased toxicity levels, require law enforcement to continue

work in addressing this issue through efforts to disrupt the supply chain. In keeping with the April 2019 recommendations of the BC Provincial Health Officer in the report “Stopping the Harm: Decriminalization of People Who Use Drugs in BC”, any policing units who have not already done so must consider pursuing a public health and harm reduction approach and work to support community efforts to reduce stigma and enhance pathways for those facing substance use challenges into substance use systems of care.

The Ministry of Public Safety and Solicitor General endorses Situation Tables, which are a proven practice for enabling community safety, health and social service providers to quickly identify and respond to the risks present in the lives of vulnerable people. Situation Tables allow the police to refer clients engaged in non-criminal behaviour (i.e. related to mental illness or poverty) to health and social services professionals. This approach ensures that vulnerable people receive the care that they require from those trained to assist, and that police can focus on their core law enforcement duties. Subsequently, I am requesting your consideration to implement this or other similar models if one does not already exist in your municipality.

With increasing pressure on budgets, there is urgency to find new and cost-effective means of policing and law enforcement. Exploration of alternative service delivery options and opportunities to leverage integrated policing units across regions can help reduce costs, increase efficiencies and eliminate redundancies for departments. Integrated services provide other benefits including improved use of specialized resources, a more holistic approach to investigations and a regional focus to cross-jurisdictional crime. I encourage police boards to continue to work with police leadership to find cost savings measures without impacting public safety and to explore opportunities to increase integrated services.

Equally as important and as recent events demonstrate, public awareness of police boards and their role in police oversight, accountability and public safety is critical. Not only should police boards be engaging with the community on developing priorities, goals and objectives for the department, it should be a priority for all boards to increase their profile in the community that it serves to encourage broad public participation in the decision-making process.

On July 8, 2020 the Legislative Assembly appointed the Special Committee on Reforming the *Police Act* to examine, inquire into and make recommendations on: reforms related to the modernization and sustainability of policing under the *Police Act*; the role of police with respect to complex social issues including mental health and wellness, addictions and harm reduction; the scope of systemic racism within police agencies; and whether measures are necessary to ensure a modernized *Police Act* is consistent with the United Nations Declaration on the Rights of Indigenous Peoples. As the Special Committee advances with this work, I ask for your leadership and cooperation to work closely with the Director of Police Services and ministry staff as needed.

I would like to express my sincere appreciation to the sworn and civilian officers for their dedication to the safety of the citizens and communities in this Province. In times when policing and law enforcement is under intense scrutiny and criticism, police need to know they have their employer’s support. As mentioned above, the police board plays an important role through cooperation with police leadership and the community, to maintain public confidence and trust. I commend those boards that have taken recent action on this front.

Lastly, I would like to remind you that in accordance with Section 26(4.2) of the *Police Act* municipal police boards must provide their priorities, goals and objectives to Assistant Deputy Minister of Policing and Security Branch and Director of Police Services, Brenda Butterworth-Carr. If you have any questions or concerns regarding compliance with this statutory requirement, please contact David Pilling, Director of Police Governance (David.Pilling@gov.bc.ca).

I look forward to our continued work together in ensuring the fair, safe, and accountable delivery of police services in BC.

Sincerely,

Mike Farnworth
Minister of Public Safety
and Solicitor General

REGULAR

REPORT DATE: September 23, 2020

BOARD MEETING DATE: October 13, 2020

REPORT # 2020-FIN001

TO: **Surrey Police Board**FROM: **Finance Committee**FILE: **60540-20-04**SUBJECT: **Interim Financial Measures**

RECOMMENDATION

The Finance Committee recommends that the Surrey Police Board (the "Board"):

- A. endorse the Finance Committee Chair to sign a Memorandum of Understanding, substantially in the form attached as Appendix I, with the City of Surrey (the City) to agree to the terms by which the 2020 budget and 2021 provisional budget for policing operations will be adopted and expenditures managed, consistent with the Board and the municipality's obligations under the *BC Police Act* [RSBC 1996] (the *Police Act*).
- B. authorize the following interim expenditure limits until such time as a delegation and/or signing authority policy has been approved by the Board:
 - a. For expenditures up to \$100,000: the Executive Director is authorized to incur expenditures up to \$100,000 which are part of the approved budgets, and that the Executive Director enter into the resulting contracts on behalf of the Board; and
 - b. For expenditures over \$100,000: the Chair of the Finance Committee or their delegate is authorized to incur expenditures over \$100,000 which are part of the approved 2020 and 2021 policing transition budgets, and that the Chair of the Finance Committee or their delegate enter into the resulting contracts on behalf of the Board.

SUMMARY

This report provides information to the Board regarding an independent legal review of the September 15, 2020 Board report, "Surrey Police Transition – Interim Financial Procedures" (2020-R006).

BACKGROUND

At the September 15, 2020 Board meeting, the General Manager, Policing Transition presented a report, including a Memorandum of Understanding ("MOU") to the Board. The Board referred the report to the Finance Committee for review. The Executive Director retained Jon McCullough, Bennet Jones, LLP to conduct an independent review of the MOU to ensure it meets the Board's interests.

DISCUSSION

Upon review, Mr. McCullough advised that the MOU in its substantial form does meet the needs of the Board, save for minor points including:

1. The addition of language that clarifies the MOU covers the 2020 and 2021 budget cycles and does not bind the Board to the 2022, 2023 or 2024 City of Surrey budget projections for the Surrey Police Service.
2. Recognition that while it is framed as a Memorandum of Understanding, it is a binding legal agreement.

Mr. McCullough advised that the MOU allows the Board to request and review detailed financial decision related to the SPS to date and that it is a generally acceptable agreement.

CONCLUSION

The Finance Committee is satisfied with Mr. McCullough's review of the MOU and the requirement to authorize signing authority to the Executive Director and the Finance Committee Chair to manage expenditures until such time a Chief Constable assumes the majority of this responsibility.



Elizabeth Model
Chair, Finance Committee

Appendix I: Financial Responsibility Memorandum of Understanding (revised)
Appendix II: SPB Report R006: Surrey Police Transition – Interim Financial Procedures

Appendix I

FINANCIAL RESPONSIBILITY MEMORANDUM OF UNDERSTANDING

THIS MEMORANDUM OF UNDERSTANDING (“MOU”), made effective as of _____, 2020

BETWEEN:

CITY OF SURREY, 13450 104th Avenue, Surrey, BC V3T 1V8 (the “City”)

AND:

SURREY POLICE BOARD, 13450 104th Avenue, Surrey, BC V3T 1V8 (the “Police Board”)

WHEREAS:

A. The City, in preparation for the establishment of the Police Board, and to assist and support the Police Board in meeting its statutory obligations, including the creation of a municipal police department, has undertaken preliminary work, including financial modelling, forecasting, budget creation and budget approval.

B. The parties enter into this Memorandum of Understanding for:

1. the Police Board to adopt, as its budget allocation, the amounts which have been approved by the council of the City (“City Council”) as part of the City’s 2020 – 2024 Financial Plan;
2. the parties to establish a framework to collaboratively refine cost allocations and budget details to recognize changing circumstances and their financial impacts for 2021; and
3. the parties to manage policing expenditures within budgeted amounts based on the evolving allocation of police personnel between Surrey Police Service (SPS) and the Royal Canadian Mounted Police (RCMP) until the SPS is fully operational.

NOW THEREFORE in consideration of the sum of \$1.00 and other good and valuable consideration (the receipt and sufficiency of which is hereby acknowledged), the parties hereby covenant and agree as follows:

1. *Budget Adoption*

- (a) The Police Board hereby adopts, as its budget allocation for the balance of 2020 and for 2021, the amounts which have been approved by City Council as part of the City’s 2020 – 2024 Financial Plan, as shown in Schedule A (*Approved Budgets*) to the extent of, and with respect to, the expenditures necessary for and applicable to the role, responsibility and authority of the Police Board pursuant to the *Police Act* (the “**Approved Budgets**”); and
- (b) The Police Board and the City agree the Approved Budgets are, for the purposes of the *Police Act*, the Police Board’s budget for 2020, and the Police Board’s provisional budget for 2021 to the extent of, and with respect to, the expenditures necessary for and applicable to the role, responsibility and authority of the Police Board pursuant to the *Police Act*, despite the Approved Budgets not having been prepared by the Police Board and, with respect to 2021, subject to ongoing adjustment and refinement pursuant to section 13 (*2021 Provisional Budget*) of this MOU;
- (c) For certainty, the Approved Budgets do not include the budget allocations for 2022, 2023 and 2024 as shown in Schedule A (*Approved Budgets*).

2. *Effect of Budget Adoption* – The parties acknowledge and agree:
- (a) subject to section 13 (*2021 Provisional Budget*), section 14 (*Expenditure Management*) and section 16 (*Ongoing Advice and Support*) of this MOU, the Police Board may make any expenditure, and enter into any agreement to make an expenditure, included in the Approved Budgets without requiring further approval from City Council;
 - (b) nothing herein contained will limit City Council’s authority to approve changes to the Approved Budgets, or approve additional expenditures; and
 - (c) The City remains, at all times, responsible for the costs associated with the contracted policing services provided by the RCMP, an estimate of which costs have been included in Schedule A (*Approved Budgets*) based on original projections of the timing and scope of deployment of SPS personnel, and which costs will increase, and result in a corresponding decrease to projected SPS deployment costs, based on the impact of changes to the transition plan and schedule.

3. *2021 Provisional Budget* – Recognizing:
- (a) the preliminary, preparatory and continuing work undertaken by the City to establish a municipal police department and to support, assist and advance the mandate of the Police Board until the Police Board is fully operational (which work includes financial modelling, budget drafting and resource allocation);
 - (b) the limited time and resources available to the Police Board given its recent establishment;
 - (c) the obligation of the Police Board to have financial oversight to meet its statutory obligations; and
 - (d) the mandatory requirement for the Police Board to create and submit its 2021 provisional budget to City Council for approval by November 30, 2020;

the parties agree to work together on an ongoing basis to detail the cost components, expenditures and line items used to inform, and applicable to, the 2021 Approved Budget, and to effectively manage that Approved Budget and the expenditures thereunder, utilizing City staff, resources and data.

4. *Expenditure Management* – The parties acknowledge the Approved Budgets incorporate consolidated policing costs (RCMP contract, civilian support staff, establishment of the SPS, and one-time transition costs), which have been forecast by, among other things, incrementally scaling RCMP contract costs and SPS costs until SPS is fully operational and by applying infrastructure and other costs as per the Surrey Policing Transition Plan dated May 2019. Since the precise budget details and exact timing and transitional impacts are not currently fully determinable and are dependent on the pace of implementation, making it unrealistic for the City to separate out Police Board/SPS costs with certainty, the parties agree to collaborate on budget management to balance and adjust the allocations across all budget line items as required, and implement appropriate cost control measures, to ensure consolidated policing costs for the City are maintained within the Approved Budgets, unless otherwise approved by the City in accordance with the *Police Act*.
5. *Use of and Access to Budget Records* - The City shall share with the Police Board, as and when requested, the applicable data, inputs and other information and records owned, used or applied by the City to create the Approved Budgets and/or to support the assumptions made in the Approved Budgets (collectively, the “**Supporting Documents**”). Each party is entitled to use the Supporting Documents to the extent, and in the manner, required by such party to meet its statutory obligations and organizational purposes.

6. *Ongoing Advice and Support* – The City agrees to provide ongoing support and assistance to the Police Board as necessary to enable the Police Board to implement and manage the Approved Budgets and to interpret the Supporting Documents.
7. *Confidentiality* –The parties acknowledge the Supporting Documents contain or may contain policy advice and recommendations, public body confidences, legal advice, business, technical or other proprietary and confidential information. Each party agrees to maintain the confidentiality of the Supporting Documents and to provide sufficient notice to the other party if a request is made for third party disclosure of any of the Supporting Documents to enable the other party to restrict access to, or disclosure of the affected records to the extent permissible by law.
8. *FOIPPA* – The parties acknowledge they are both subject to the *Freedom of Information and Protection of Privacy Act (“FOIPPA”)* and this MOU and the documents shared hereunder may be subject to disclosure under FOIPPA.
9. *Further Assurances.* The parties will execute and deliver such further transfers, instruments, agreements and other documents to do such further acts and things as may be necessary or desirable to give effect to the terms and conditions of this MOU.
10. *Counterparts* – This MOU may be executed electronically and in counterparts, all of which taken together will constitute one single agreement.

IN WITNESS WHEREOF the parties hereto have executed this MOU as of the date first above written.

CITY OF SURREY

SURREY POLICE BOARD

Name:

Title:

Name:

Title:

**SCHEDULE A
APPROVED BUDGETS**

City Council Approved 2020-2024 Financial Plan – Policing Budget

Policing budget (millions)

	2020 - 2024 Financial Plan					
	2020	2021	2022	2023	2024	TOTAL
Policing - RCMP Contract	141.9	35.6				177.5
Policing - Surrey Police operating, including civilian support services	24.2	153.1	199.4	203.4	209.4	789.5
Office of Policing Transition	0.8	0.8	-	-	-	1.6
Operating Investments in Policing	166.9	189.5	199.4	203.4	209.4	968.6
One-Time Transition Costs	25.2	19.6	0.4			45.2
TOTAL	192.1	209.1	199.8	203.4	209.4	1,013.8



REGULAR

REPORT DATE: September 10, 2020

BOARD MEETING DATE: September 15, 2020

BOARD REPORT # 2020-R006

TO: **Surrey Police Board**

FROM: **General Manager, Policing Transition**
General Manager, Finance
General Manager, Corporate Services

FILE: **7400-01**

SUBJECT: **Surrey Policing Transition – Interim Financial Procedures**

RECOMMENDATION

The General Manager, Policing Transition, General Manager, Finance and General Manager, Corporate Services recommend that the Board:

- A. endorse the Chair, or a delegate, to sign a Memorandum of Understanding, substantially in the form attached as Appendix III, with the City of Surrey (the City) to agree to the terms by which the 2020 budget and 2021 provisional budget for policing operations will be adopted and expenditures managed, consistent with the Board and the municipality's obligations under the *BC Police Act* [RSBC 1996] (the *Police Act*).
- B. authorize the following interim expenditure limits until such time as a delegation and/or signing authority policy has been approved by the Board:
 - a. For expenditures up to \$100,000: the Executive Director is authorized to incur expenditures up to \$100,000 which are part of the approved budgets, and that the Executive Director enter into the resulting contracts on behalf of the Board; and
 - b. For expenditures over \$100,000: the Chair of the Finance Committee or their delegate is authorized to incur expenditures over \$100,000 which are part of the approved 2020 and 2021 policing transition budgets, and that the Chair of the Finance Committee or their delegate enter into the resulting contracts on behalf of the Board.

PURPOSE

This report outlines a series of interim financial procedures, including a Memorandum of Understanding (MOU), for adoption and management of the 2020 and 2021 budgets as well as a proposed delegation

of authority for expenditures, that will assist the Board and the City to meet their respective obligations under the *Police Act*.

BACKGROUND

A corresponding City of Surrey Corporate Report has also been prepared and forwarded to Council for the September 14, 2020 Council meeting.

The motion of City Council on November 5, 2018 to establish an independent municipal police service has unique implications for several budget years during the 'transition' phase while the Surrey Police Service (SPS) is being operationalized and contract policing by the RCMP is proportionately reduced.

Since the 2018 motion of City Council, the City has managed separate budgets for the RCMP contract, civilian support services and the policing transition team. In 2019, City Council approved the 2020-2024 Financial Plan for all of the above elements to continue, as well as one-time transition costs related to the establishment of the SPS (Appendix I).

The Provincial Municipal Policing Transition Study Committee (PMPTSC), chaired by the Honourable Wally Oppal in 2019, recommended a phased Integrated Transition Model and the establishment of a multi-party committee to manage specific aspects of the transition from a contract policing model to an independent municipal police service. To address this, on September 4, 2020, a tri-lateral committee (the committee) held a kick-off meeting. The committee has senior representatives from Public Safety Canada, the Ministry of Public Safety and the Solicitor General and the City of Surrey. A working group to support the committee will also be established. The committee is now working to confirm the Terms of Reference and a workplan. The committee will develop and promote an Integrated Transition Model. As a result, a budget model which incrementally scales the funding for the RCMP contract and SPS operations is required for 2021.

Effective July 6, 2020 when the Board became an independent entity established by the Province of BC, it acquired responsibilities and obligations under the *Police Act*, including for budgeting and financial management (Appendix II).

Both the Board and the municipality have specific and distinct obligations for financial matters under the *Police Act*.

- Section 15 of the *Police Act* imposes the obligation on the municipality to fund policing and law enforcement in the city, which includes providing funds for sufficient number of personnel and adequate accommodations, equipment and supplies.
- Section 27(1) of the *Police Act* states that, "*on or before November 30 in each year, a municipal police board must prepare and submit to the council for its approval a provisional budget for the following year to provide policing and law enforcement in the municipality*".

In 2020, funds to support the establishment of the SPS have been managed by the City within the budget for policing approved in the City's 2020-2024 Financial Plan. Further, costs related to the contracted policing model (by which the Province provides policing services through the RCMP) are the responsibility of the municipality and are governed by the Municipal Police Unit Agreement (MPUA).

As the Board begins the complex task of creating the SPS and during the early parts of the transition phase, the Board will have not have the personnel and other resources in place to independently

develop a provisional budget within the timelines prescribed by Section 27 of the *Police Act*. Therefore, there is a need to recognize the unique nature of this transition phase and advance a financial model and build a relationship that recognize and preserve the separate and distinct roles of the Board and the municipality while addressing the practical need for collaboration and interdependence.

DISCUSSION

Interim Financial Procedures - Memorandum of Understanding

In 2020, the City has managed the expenditures related to policing within the City's 2020 budget approved by City Council. It has incorporated four financial components of these expenditures (RCMP contract, civilian support staff, establishment of the SPS, and one-time costs) into a unified budget. It is recommended that the Board adopt the approved components of the City's 2020 budget applicable to the Board's/SPS' costs as the Board's budget for the remainder of 2020. To ensure seamless policing and recognizing the interdependencies between the RCMP contract costs and SPS establishment costs (based on the pace of SPS implementation), it is proposed that this unified budget approach continue in 2021. This can be achieved by the Board adopting the proposed amounts set out in the City's 2020-2024 Financial Plan for 2021 as the Board's 2021 provisional budget, with the understanding that the Board and the City will continue to work cooperatively to implement cost control measures and to refine the 2021 budget as more information becomes available and there is greater certainty with respect to project progress, including shifting allocations based on impacts of increases and decreases to deployment of SPS and RCMP personnel, respectively. The City will be working on its 2021 – 2025 Financial Plan in early fall and will present this to Council for review as part of the annual budget cycle.

The attached MOU effects the adoption of the budgets by the Board for the remainder of 2020 and for 2021 and provides a mechanism for continuous expenditure management throughout the transition phase to ensure costs are maintained within the budgeted amounts.

The MOU further provides the Board access to all supporting documents used to prepare the budgets and provides for the municipality to continue to provide ongoing support to the Board to implement and manage the approved budgets.


Interim Delegation of Authority

In 2020, the City has budgeted for several services that the Board and SPS require and, to date, has procured services and authorized the resulting expenditures in accordance with City policies.

To enable the Board to immediately procure services and incur expenses, it is recommended that authority to incur expenditures up to \$100,000 be delegated to the Executive Director, who is currently the sole employee of the Board. It is further recommended that authority to incur expenditures that are over \$100,000 be delegated to the Chair of the Finance Committee of the Board or their delegate. The above recommendations will ensure the Board have oversight over expenditures. Upon hiring of a Chief Constable, replacement or supplemental delegations of authority will be required to empower the Chief Constable.

CONCLUSION

The Board and the municipality have distinct obligations under the *Police Act*, and given the scope of work to create the SPS and the prescriptive timelines in the *Police Act*, it is necessary to agree to interim financial procedures by which the Board and the City can fulfil their legal obligations while managing existing financial commitments.



Terry Waterhouse
General Manager, Policing Transition



Kam Grewal
General Manager, Finance



Robert Costanzo
General Manager, Corporate Services

- Appendix I City Council Approved 2020-2024 Financial Plan – Policing Budget
- Appendix II Excerpt of Section 27 *BC Police Act* [RSBC 1996]
- Appendix III Draft Financial Responsibility Memorandum of Understanding

Appendix I

City Council Approved 2020-2024 Financial Plan – Policing Budget

Policing budget (millions)

	2020 - 2024 Financial Plan					TOTAL
	2020	2021	2022	2023	2024	
Policing - RCMP Contract	141.9	35.6				177.5
Policing - Surrey Police operating, including civilian support services	24.2	153.1	199.4	203.4	209.4	789.5
Office of Policing Transition	0.8	0.8	-	-	-	1.6
Operating Investments in Policing	166.9	189.5	199.4	203.4	209.4	968.6
One-Time Transition Costs	25.2	19.6	0.4			45.2
TOTAL	192.1	209.1	199.8	203.4	209.4	1,013.8

Excerpt of Section 27, *BC Police Act* [RSBC 1996]

Estimates and expenditures

- 27** (1) On or before November 30 in each year, a municipal police board must prepare and submit to the council for its approval a provisional budget for the following year to provide policing and law enforcement in the municipality.
- (1.1) If a municipality has entered into an agreement referred to in section 66.2 (1.1) (b) with a treaty first nation, or an agreement referred to in section 66.2 (1.11) (b) with the Nisga'a Nation, for the duration of the agreement, the reference in subsection (1) of this section to "municipality" must be read as including the treaty lands of the treaty first nation or Nisga'a Lands, as applicable.
- (1.2) If a municipality is a specialized service provider, the reference in subsection (1) to "municipality" must be read as including areas within the specialized service area that are outside the municipality.
- (2) Any changes to the provisional budget under subsection (1) must be submitted to council on or before March 1 of the year to which the provisional budget relates.
- (3) If a council does not approve an item in the budget, the director, on application by the council or the municipal police board, must
- (a) determine whether the item or amount should be included in the budget, and
 - (b) report the director's findings to the municipal police board, the council and the minister.
- (4) Subject to subsection (3), a council must include in its budget the costs in the provisional budget prepared by the municipal police board.
- (5) On certification by the municipal police board members that an expenditure is within the budget prepared by the municipal police board, the council must pay the amount of the expenditure.
- (6) Unless the council otherwise approves, a municipal police board must not make an expenditure, or enter an agreement to make an expenditure, that is not specified in the board's budget and approved by the council.

Appendix III

FINANCIAL RESPONSIBILITY MEMORANDUM OF UNDERSTANDING

THIS MEMORANDUM OF UNDERSTANDING (“MOU”), made effective as of _____, 2020

BETWEEN:

CITY OF SURREY, 13450 104th Avenue, Surrey, BC V3T 1V8 (the “City”)

AND:

SURREY POLICE BOARD, 13450 104th Avenue, Surrey, BC V3T 1V8 (the “Police Board”)

WHEREAS:

A. The City, in preparation for the establishment of the Police Board, and to assist and support the Police Board in meeting its statutory obligations, including the creation of a municipal police department, has undertaken preliminary work, including financial modelling, forecasting, budget creation and budget approval.

B. The parties enter into this Memorandum of Understanding for:

4. the Police Board to adopt, as its budget allocation, the amounts which have been approved by the council of the City (“City Council”) as part of the City’s 2020 – 2024 Financial Plan;
5. the parties to establish a framework to collaboratively refine cost allocations and budget details to recognize changing circumstances and their financial impacts for 2021; and
6. the parties to manage policing expenditures within budgeted amounts based on the evolving allocation of police personnel between Surrey Police Service (SPS) and the Royal Canadian Mounted Police (RCMP) until the SPS is fully operational.

NOW THEREFORE in consideration of the sum of \$1.00 and other good and valuable consideration (the receipt and sufficiency of which is hereby acknowledged), the parties hereby covenant and agree as follows:

11. *Budget Adoption*

- (a) The Police Board hereby adopts, at its budget allocation for the balance of 2020 and for 2021, the amounts which have been approved by City Council as part of the City’s 2020 – 2024 Financial Plan, as shown in Schedule A (*Approved Budgets*) to the extent of, and with respect to, the expenditures necessary for and applicable to the role, responsibility and authority of the Police Board pursuant to the *Police Act* (the “**Approved Budgets**”); and
- (b) The Police Board and the City agree the Approved Budgets are, for the purposes of the *Police Act*, the Police Board’s budget for 2020, and the Police Board’s provisional budget for 2021 to the extent of, and with respect to, the expenditures necessary for and applicable to the role, responsibility and authority of the Police Board pursuant to the *Police Act*, despite the Approved Budgets not having been prepared by the Police Board and, with respect to 2021, subject to ongoing adjustment and refinement pursuant to section 13 (*2021 Provisional Budget*);.

12. *Effect of Budget Adoption* – The parties acknowledge and agree:

- (a) subject to section 13 (*2021 Provisional Budget*), section 14 (*Expenditure Management*) and section 16 (*Ongoing Advice and Support*), the Police Board may make any expenditure, and enter into any agreement to make an expenditure, included in the Approved Budgets without requiring further approval from City Council;
- (b) nothing herein contained will limit City Council’s authority to approve changes to the Approved Budgets, or approve additional expenditures; and
- (c) The City remains, at all times, responsible for the costs associated with the contracted policing services provided by the RCMP, an estimate of which costs have been included in Schedule A (*Approved Budgets*) based on original projections of the timing and scope of deployment of SPS personnel, and which costs will increase, and result in a corresponding decrease to projected SPS deployment costs, based on the impact of changes to the transition plan and schedule.

13. *2021 Provisional Budget* – Recognizing:

- (a) the preliminary, preparatory and continuing work undertaken by the City to establish a municipal police department and to support, assist and advance the mandate of the Police Board until the Police Board is fully operational (which work includes financial modelling, budget drafting and resource allocation); and
- (b) the limited time and resources available to the Police Board given its recent establishment;
- (c) the obligation of the Police Board to have financial oversight to meet its statutory obligations; and
- (d) the mandatory requirement for the Police Board to create and submit its 2021 provisional budget to City Council for approval by November 31, 2020;

the parties agree to work together on an ongoing basis to detail the cost components, expenditures and line items used to inform, and applicable to, the 2021 Approved Budget, and to effectively manage that Approved Budget and the expenditures thereunder, utilizing City staff, resources and data.

14. *Expenditure Management* – The parties acknowledge the Approved Budgets incorporate consolidated policing costs (RCMP contract, civilian support staff, establishment of the SPS, and one-time transition costs), which have been forecast by, among other things, incrementally scaling RCMP contract costs and SPS costs until SPS is fully operational and by applying infrastructure and other costs as per the Surrey Policing Transition Plan dated May 2019. Since the precise budget details and exact timing and transitional impacts are not currently fully determinable and are dependent on the pace of implementation, making it unrealistic for the City to separate out Police Board/SPS costs with certainty, the parties agree to collaborate on budget management to balance and adjust the allocations across all budget line items as required, and implement appropriate cost control measures, to ensure consolidated policing costs for the City are maintained within the Approved Budgets, unless otherwise approved by the City in accordance with the *Police Act*.

15. *Use of and Access to Budget Records* - The City shall share with the Police Board, as and when requested, the applicable data, inputs and other information and records owned, used or applied by the City to create the Approved Budgets and/or to support the assumptions made in the Approved Budgets (collectively, the “**Supporting Documents**”). Each party is entitled to use the Supporting Documents to the extent, and in the manner, required by such party to meet its statutory obligations and organizational purposes.

16. *Ongoing Advice and Support* – The City agrees to provide ongoing support and assistance to the Police Board as necessary to enable the Police Board to implement and manage the Approved Budgets and to interpret the Supporting Documents.
17. *Confidentiality* –The parties acknowledge the Supporting Documents contain or may contain policy advice and recommendations, public body confidences, legal advice, business, technical or other proprietary and confidential information. Each party agrees to maintain the confidentiality of the Supporting Documents and to provide sufficient notice to the other party if a request is made for third party disclosure of any of the Supporting Documents to enable the other party to restrict access to, or disclosure of the affected records to the extent permissible by law.
18. *FOIPPA* – The parties acknowledge they are both subject to the *Freedom of Information and Protection of Privacy Act (“FOIPPA”)* and this MOU and the documents shared hereunder may be subject to disclosure under FOIPPA.
19. *Further Assurances.* The parties will execute and deliver such further transfers, instruments, agreements and other documents to do such further acts and things as may be necessary or desirable to give effect to the terms and conditions of this MOU.
20. *Counterparts* – This MOU may be executed electronically and in counterparts, all of which taken together will constitute one single agreement.

IN WITNESS WHEREOF the parties hereto have executed this MOU as of the date first above written.

CITY OF SURREY

SURREY POLICE BOARD

Name:
Title:

Name:
Title:

**SCHEDULE A
APPROVED BUDGETS**

City Council Approved 2020-2024 Financial Plan – Policing Budget

Policing budget (millions)

	2020 - 2024 Financial Plan					
	2020	2021	2022	2023	2024	TOTAL
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One-Time Transition Costs	25.2	19.6	0.4			45.2
TOTAL	192.1	209.1	199.8	203.4	209.4	1,013.8



1200 Vanier Parkway
Ottawa, Ontario
K1A 0R2

1200, promenade Vanier
Ottawa (Ontario)
K1A 0R2

September 10, 2020

Mayor Doug McCallum
Chair
Surrey Police Board
13450 104 Avenue
Surrey, BC V3T 1V8

Dear Mayor McCallum;

The following is in response to your August 7, 2020 correspondence to Deputy Commissioner Stephen White, regarding the recognition of the Surrey Police Service as a Category I agency by the Canadian Police Information Centre (CPI Centre) and requesting access to their systems.

Over the past several months, CPI Centre representatives have been engaging with various stakeholders to facilitate the submission of the applications required to gain access to the CPI Centre systems and other RCMP National Police Information Systems (NPIS). In particular, in August 2020, representatives of the CPI Centre met with Surrey Police Service representatives, Sean Simpson, Martin Van Meenan and Michael Rogers, along with Port Moody Police Department, Chief David Fleugel, BC's Association of Chiefs of Police representative on the National Police Information Services Advisory Board. They discussed the requirements for access to CPI Centre systems, which will ultimately lead to the establishment of a Memorandum of Understanding (MOU) with the CPI Centre. They have since been provided with the necessary documentation and linked to a contact person to submit their application to access the CPI Centre systems as a Category 1 agency, which will ensure the Surrey Police Board's information technology network is compliant with the NPIS standards.

Representatives of the CPI Centre and the RCMP's Information Management and Information Technology program will continue to work with the transition team, as required, to enable the new service to be operational by April 2021.

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Should you have any questions or concerns, please do not hesitate to contact me.

Sincerely,



Superintendent Jeff Beaulac
Acting Director General
Canadian Police Information Centre

Cc. Terry Waterhouse, General Manager, Policing Transition, City of Surrey