

**MINISTRY OF PUBLIC SAFETY AND SOLICITOR GENERAL  
COMMUNITY SAFETY AND CRIME PREVENTION BRANCH  
INFORMATION BRIEFING NOTE**

**PURPOSE:** For **INFORMATION** for Mark Sieben,  
Deputy Solicitor General, Ministry of Public Safety and Solicitor General.

**ISSUE:**  
2020/21 Contract Approval Request for MacKenzie Counselling Services Society.

**SUMMARY:**

- In 2020/21 the Community Safety and Crime Prevention Branch is contracting with MacKenzie Counselling Services Society for **\$106,031** to deliver PEACE and Stopping the Violence Counselling Programs for women and children impacted by violence.
- Recently, the Society has unionized its staff and become a full member of CSSEA; therefore, the agency is now entitled to low wage redress in addition to the general wage increase provided by the branch to its contractors.

**BACKGROUND:**

- The CSCP branch contracts with non-profit agencies, municipalities (public sector organizations), Indigenous governments and organizations to deliver victim services and violence against women programs in local communities around B.C.
- Stopping the Violence Counselling (STV) programs provides individual and/or group counselling for women who have experienced gender-based violence (e.g., sexual assault, violence/abuse in relationships or childhood abuse).
- PEACE programs provide individual/group counselling to children who have experienced gender-based violence in the home.
- The MacKenzie Counselling Services unionized on December 18, 2019 and the OIC was dated April 27, 2020 confirming their status as a full CSSEA member, entitled to low wage redress (LWR) in addition to general wage increases (GWI) because of unionization. The GWI and LWR amounts have been included in the contract component value stated above.

**INDIGENOUS PEOPLES CONSIDERATIONS:**

- The branch contracts with Indigenous organizations and governments for the delivery of some of the victim service and violence against women programs in B.C.

**OTHER MINISTRIES IMPACTED/CONSULTED:**

- None.

**PREPARED BY:**

Kevin Lescisin`  
Program Manager  
Community Safety and Crime Prevention  
778 572-3563

**APPROVED MARCH 9, 2021 BY:**

Taryn Walsh  
Assistant Deputy Minister  
Community Safety and Crime Prevention  
778 572 5231



**Ministry Government Transfer Review and Approval Process**

**Branch:** Community Safety and Crime Prevention      **e-APPROVAL:** 26376

**Contractor:** MacKenzie Counselling Services Society

**Contract #** 15092V0072

**Total Potential Value:** \$106,031.00

**STOB:** 8001

**Amendment Value** \$2,080.00

**Term:** N/A Goods FY2020/2021

**Review Comments:**

- 600- Other Purchase Process
- Membership payment to MacKenzie Counselling Services Society which attained CSSEA membership status effective September 2020. Unionized staff deliver branch-funded programs.

**Options to renew are not approved under this GTR**

**Reviewed By:**

Bianka Macedo

Contract Officer

March 11, 2021

Date

David Hoadley

CFO

March 12, 2021

Date

**Attorney General and  
Public Safety and  
Solicitor General**

Finance and Administration Division  
Corporate Management Services  
Branch

Mailing Address:  
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Victoria BC V8W 9J4

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# Attorney General and Public Safety and Solicitor General

## Government Transfer

STOB 77, 79 & 80

2021 – 2022

Branch:	Community Safety and Crime Prevention	eApproval #:	26376
Division:	Victim Services and Crime Prevention	Ministry Contact:	Rosalind Currie
Recipient:	MacKenzie Counselling Services Society	Contract / Reference No.	15092V0072
Recipient Address:	PO Box 790 – 500 Mackenzie Blvd., Mackenzie, BC V0J 2C0		

If entering a new STOB 77 grant; increasing funding to a grant; or exceeding the total STOB 77 budget, has this been approved in an existing Treasury Board Submission?	<input type="checkbox"/> YES Proceed with form	<input type="checkbox"/> NO CONSULT CFO/TBS	<input checked="" type="checkbox"/> N/A
If entering a new STOB 80 multi-year agreement, has this been approved by Chair of Treasury Boards?	<input type="checkbox"/> YES Proceed with form	<input type="checkbox"/> NO CONSULT CFO/TBS	<input checked="" type="checkbox"/> N/A
<b>Transfer Type:</b>			
<input type="checkbox"/> Grants (STOB 77)	<input type="checkbox"/> Entitlement – Recipient meets eligibility criteria prescribed by legislation (STOB 79)	<input checked="" type="checkbox"/> Shared Cost Agreement – contractual agreements with stipulations (STOB 80)	

<b>Financial Information:</b>				
Account Coding	CLIENT: 010	RESP: 15092	SL: 10410	STOB: 8001
Initial Transfer Term:		From: April 01, 2020	To: March 31, 2021	
Amended Term (for the current amendment only):		From:	To:	
Initial Transfer Value: (A)	\$ 103,951.00	Branch Budget for this STOB:	\$41.229M	
Sum of previous amendments: (B)	\$	Hourly rate (s):	N/A	
Amendment Value: (C)	\$2,080.00	Procurement Code	600 – Other Purchase Process	
<b>Transfer Aggregate: (A + B + C)</b>	<b>\$ 106,031.00</b>	PGO Exclusion Code:	300	
# of Renewal Options (if any)		PGO PO Class / Description:	A – Transfer Under Agreement	
Transfer Aggregate if renewal options are used		Amendment # (if applicable):	1	

<b>Background / Details:</b>
<p>1. Description of services and/or purpose / nature of government transfer:</p> <p>The Community Safety and Crime Prevention Branch contracts with both CSSEA member organizations with unionized staff and non-CSSEA organizations with non-unionized staff to deliver victim services and violence against women programs in B.C. These programs support victims of crime and women and children impacted by violence. In a few exceptional instances, some CSSEA organizations deliver victim services and violence against women programs with non-unionized staff (hybrid organizations).</p> <p><b>Stopping the Violence Counselling</b> programs provides individual and/or group counselling for women who have experienced gender-based violence, sexual assault, violence/abuse in relationships or childhood abuse.</p> <p><b>PEACE</b> programs provide group and individual counselling for children ages 3 – 18, who have experienced violence in the home.</p> <p><b>Amendment:</b> MacKenzie Counselling Services Society attained CSSEA membership status effective September 2020. Unionized staff deliver branch-funded programs.</p>

<p>Program component values have been updated to include CSSEA Social Service Negotiating Mandate increases for Fiscal 2020-21: 13.5% Low Wage Redress for PEACE program counsellors and 6.1% Low Wage Redress increases for Stopping the Violence Counselling program counsellors. Eligible wage increases have been prorated for the period of September 2020 to March 2021.</p>	
<p>2. Link to Service Plan:</p>	
<p>The ministry recognizes the devastating impacts of violence against women and the importance of ensuring that victims of these crimes have access to services and supports to assist them. The Minister's 2020 mandate letter identifies gender-based violence as a priority focus area.</p> <p>The ministry service plan identifies "enhancing the existing continuum of victim services and violence against women programs to better support the victims who experience, domestic violence, sexual assault and other crimes" as part of the ministry program portfolio. Providing support for victims of gender-based violence, including domestic violence, sexual assault and other crimes continues to be a priority issue for the ministry and for government. These contracted programs provide needed supports to victims of gender -based violence helping to keep them safe.</p>	
<p>3. Ministry's Role:</p>	
<p>The ministry contracts with non-profit service delivery agencies, municipalities, Indigenous governments, and Indigenous organizations for the delivery of local victim service and violence against women programs across B.C. Ministry staff oversees the delivery of these programs through regular contract and program management as well as stakeholder engagement activities.</p>	
<p>4. Expected Actions and Outputs:</p>	
<p>The STV program provides individual and/or group counselling for women who have experienced sexual assault, violence/abuse in relationships, and/or childhood abuse in MacKenzie and the surrounding area. The PEACE program provides group and individual counselling for children ages 3 – 18, who have experienced violence in the home in MacKenzie and the surrounding area.</p>	
<p>5. What are the expected outcomes?</p>	
<p>Victims of crime receive the services and support they require and are assisted through navigating the justice system (and other social and health services when needed) Victims of crime are assisted in their recovery from the impacts of crime.</p>	
<p>6. How will the Ministry hold the Recipient accountable for results?</p> <ul style="list-style-type: none"> <li>• Performance Targets</li> <li>• Reports</li> </ul>	
<p>In addition to ministry staff oversight of the delivery of these programs through regular contract and program management, as well as contractor engagement activities, programs are required to provide regular financial reports to the branch. Victim services and violence against women programs report program statistics on the 10th of each month through one of two online data systems (OPRA and DES). Ministry staff review a comparative analysis of program statistics to ensure agencies are operating within the expected range of service provision. Programs also provide semi-annual narrative reports that describe key accomplishments and challenges in service delivery. In addition, agencies submit quarterly financial reports indicating how funds have been spent. These are assessed against approved program budgets set out at the beginning of the fiscal year.</p> <p>Please note: the CSCP branch is implementing a new contract management system for the FY 2021-2022 contract cycle. An updated monthly statistics form will be implemented that will enhance program reporting from contracted service providers and the ability of the branch to track and monitor program performance. Schedule G quarterly financial reporting will continue to be provided through the new COAST system by contractors to ensure budget amounts are spent according to approved budget.</p>	

<p><b>Authorization</b></p>	
<input type="checkbox"/> Legislation Name:	
<input type="checkbox"/> Regulation Name:	
<input type="checkbox"/> Discretionary:	
<input type="checkbox"/> Other:	Services required in communities. Services consistent with vote description.
If required to fulfill legal or formal provincial commitment, please indicate:	
Date / type of last competitive process:	Not applicable
<p><b>Recipient Capacity</b></p>	
<p>1. Describe the Recipient's capacity to: A. Complete the project, and B. Repay the funds if the stipulations are not met:</p>	

In most cases, third party service providers contracted to deliver these services have been doing so for many years. Capacity has been clearly demonstrated. For new contracts, demonstration of capacity and experience are a requirement through open procurement processes such as RFPs. Ministry staff also oversee comparative analysis of program statistics to ensure agencies are operating within the expected range of service provision. With respect to unearned revenue, ministry staff carefully monitor financial reports to ensure any unearned revenue is committed to services outlined in the contract. Where this is not possible, funds are returned to the ministry.

2. Describe how the mandate of the Recipient aligns with the intent of the transfer.

Agencies contracted to deliver services include non-profit service delivery agencies, municipalities, Indigenous governments, and Indigenous organizations. Careful selection of third-party service providers to deliver these services has been made to ensure that the mandates of agencies align with the services they are delivering.

#### Risks

1. Identify Risks AND steps taken to mitigate the risks. Example: Financial, Privacy, Safety, etc.

Not applicable


2. Why could staff resources or other ministries in government not fill this need?

This is the most economical and reasonable method of providing front-line services to vulnerable victims and victims of gender-based violence throughout the province. For police-based programs it allows the branch to take advantage of cost sharing with municipalities and regional districts. In most areas of the province, police detachments/departments provide space and support business and staffing costs to assist victim service programs in service delivery.

3. Consequences of not funding / approving

The needs of victims of crime, including women and children who experience gender-based violence, would not be met in their local community. A lack of funded programs in communities may result in re-victimization and may also impede a victims' ability to recover from the impacts of crime. Victims of crime, including victims of gender-based violence, as well as women and children, would not have access to essential services such as safety planning, criminal justice information and support, critical incident response, counselling, and outreach. This would increase public criticism of the government's response to victims of crime including vulnerable women and children impacted by gender-based violence.

#### Approvals:

Position	Name	Signature	Date
Expense Authority	Marcie Mezzarobba		March 8, 2021
Branch ADM	Taryn Walsh		March 9, 2021
Executive Director & CFO	David Hoadley		March 12, 2021
Deputy Solicitor General	Mark Sieben		March 12, 2021

### Description of Contract Selection Processes (see CPPM 6.3.3)

☒ Confirmed services not available through a Corporate Supply Arrangement (CSA)

<input type="checkbox"/> Selected from Pre-Qualification List	RFQ #:	RSA #:
<input type="checkbox"/> Request for Proposal	Posting on BC Bid required if contract value is \$75,000 or over	
<input type="checkbox"/> Invitation to Quote	Posting to BC Bid required if contract value if \$75,000 or over	
<input type="checkbox"/> At least <b>THREE (3)</b> written / verbal quotes obtained	(applies to contracts valued at less than \$75,000)	
<input type="checkbox"/> Direct Award	Direct Award Justification <b>form</b> also required.	

#### Procurement Codes

100 – Open Competitive Process 200 – Direct Award – Public sector organization 201 – Direct Award – Sole source 202 – Direct Award – Emergency 203 – Direct Award – Security, order etc. 204 – Direct Award – Confidentiality 205 – Direct Award – Notice of Intent (No substantiated objections)	300 – Direct Invitation to selected vendors 400 – Selected vendor from pre-qualification list 401 – Competition among vendors on a pre-qualification list 500 – Purchase from a Corporate Supply Arrangement <b>600 – Other purchase process</b> 601 – Continuing Agreements 602 – Other – Grants and Entitlements
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208 – Direct Award – Shared Cost Arrangement - *Financial assistance is provided to a specified target group or population (e.g., a First Nation, or a direct beneficiary- individual or family or legal guardian of that individual under a community/social service program)*

209 – Direct Award – Shared Cost Arrangement - *A competitive selection process is not appropriate.*

**ALL CONTRACTS SHOULD BE COMPETED TO THE EXTENT REASONABLE & COST EFFECTIVE.**

#### PGO Exclusion Code Descriptions

100 – Purchase subject to CFTA/NWPTA 200 – Purchase below applicable CFTA/NWPTA threshold <b>300 – Purchase of an exempted commodity/service</b> 400 – Excluded – Emergency	500 – Excluded – Security, order, etc. 600 – Excluded – Product compatibility/exclusive rights 700 – Excluded – Procurement of prototype 800 – Excluded – Regional/Economic development
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**In Most instances PGO codes 100, 200 and 300 will be used, as follows:**

- **If the contract value is \$75,000 or more, purchase is subject to CFTA/NWPTA - use code 100.**
- **If the contract value is under \$75,000 purchase is below applicable CFTA/NWPTA threshold - use code 200.**

**Regardless of the contract value, if the contract provides social services and Third Party Administration to **third parties (ministry clients)**, the services are exempt from CFTA/NWPTA coverage - use code 300.**

#### GO PO Class/Descriptions Codes

A Transfers Under Agreement BE Business Expense Approval C Contracts and Letters of Agreement CA Continuing Agreement CSA Corporate Supply Arrangement E Entitlements EPO Emergency Purchase Order F Forecast – Creates a soft commitment G Transfers – Grants	LPO Library Purchase Order O Other Commitment Document PC Purchase Card POSO Purchase Order on a Standing Offer PU Purchase Order (Purchasing Services Branch) QP Queen's Printer Requisition R Requisition (Purchasing Services Branch) SO Standing Offer (Ministry)
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**Use "C" when services are provided directly to government. Use "A" when the services are provided to a third party (Ministry clients) rather than directly to government (Third Party Administration).**

**MINISTRY OF PUBLIC SAFETY AND SOLICITOR GENERAL  
POLICING & SECURITY BRANCH  
INFORMATION BRIEFING NOTE**

**PURPOSE:** For **INFORMATION** for Mike Farnworth,  
Minister of Public Safety and Solicitor General.

**ISSUE:** Implementation of the British Columbia Guideline for Police Information Checks (PIC Guidelines) effective April 1, 2021 for all Security Programs Division (SPD) regulatory and non-regulatory programs.

**SUMMARY:**

- SPD relies upon the Criminal Record Review Unit (CRRU), operated by CFSEU/RCMP, to access law enforcement databases (CPIC and PRIME) to inform eight of SPD's programs, including programs operated in accordance with the *Criminal Records Review Act* (CRRRA) and *Security Services Act* (SSA).
- The RCMP has indicated that it will withdraw CRRU services unless SPD endorses CRRU's use of the PIC Guidelines as its operating framework for the conduct of criminal record checks under the above-mentioned programs. The RCMP has also sought additional funding from the Province which it anticipates will be needed to operationalize the PIC Guidelines. The RCMP points to the need to align with existing police agency policies as well as perceived reputational, financial liability, and public safety concerns as the rationale for this decision.
- The PIC Guidelines were developed to ensure consistency in police information check procedures between police agencies and will lead CRRU to consider and disclose non-conviction information to SPD, where present. In some instances, the collection of this information by SPD will occur in a manner that is inconsistent with the CRRRA by, notably, entailing collection of more information than the Deputy Registrar is statutorily permitted to consider.
- While the collection by SPD of non-conviction information is inconsistent with the CRRRA, the RCMP believes that the consent of applicants and provisions of the federal *Privacy Act* enable its disclosure to SPD.<sup>s.14</sup>
- In the absence of viable short-term alternatives, SPD is working with CRRU to implement the PIC Guidelines effective April 1, 2021 in a manner that mitigates risk to the Province. A legislative solution to standardize and rationalize all checks, informed by data and further research, is likely the best long-term recourse.

s.14

## **BACKGROUND:**

- The CRRA was implemented in 1995 and provides mandated screening for members of governing bodies, employees (of provincially funded organizations), and volunteers working in an unsupervised environment with children and/ or vulnerable adults. SPD conducts approximately 250,000 CRRA checks annually which only consider non-conviction information when a charge or conviction is first identified for a “relevant” or “specified offence”, as defined under the CRRA. The CRRA approach strikes a balance that is generally praised by privacy advocates but is based on a framework that differs from police-based vulnerable sector checks in BC.
- SPD also relies on CRRU for checks of law enforcement databases to support registration/ permitting/ licensing processes associated to the *Security Services Act*, *Body Armour Control Act*, *Armoured Vehicle & After-Market Compartment Control Act*, *Pill Press & Related Equipment Control Act*, *Cannabis Control & Licensing Act*, and the activities of the Personnel Security Screening Office. Developed after the CRRA and with different policy underpinnings, many of these checks consider non-conviction information.
- The PIC Guidelines were initially implemented by police agencies in 2012 as a procedural tool to create consistency in police information checks between police agencies when processing individuals directly applying for checks. With leadership from the Ministry of Public Safety & Solicitor General, the PIC Guidelines were revised in 2015 and 2016 in response to recommendations from BC’s Privacy Commissioner. The Guidelines provide a binary approach involving either a PIC or PIC- Vulnerable Sector (PIC-VS) check. A standard PIC check searches for charges/ convictions while the PIC-VS includes a search for non-conviction information but only for individuals working in the vulnerable sector.
- SPD entered a Business Case with the RCMP to form the CRRU in 2018/2019. Prior to 2018/2019, SPD contracted directly with retired police officers with legacy security clearance and database access. Under agreement with these contractors, SPD provided direction regarding the parameters of the searches of law enforcement databases.
- The 2018/2019 Business Case stipulated the need to develop a subsequent Service Level Agreement (SLA); however, despite multiple discussions between SPD and the RCMP in 2019 and 2020, the SLA was never finalized, primarily due to differences in perspective regarding CRRA checks, which the RCMP has insisted it will only continue to conduct if undertaken consistent with the PIC-VS standard.
- In September 2020, the RCMP indicated intention to withdraw services unless the PIC-VS standard, including consideration of non-conviction information, was applied to all CRRA checks. Subsequently, the RCMP has stipulated that all of SPD’s checks will need to conform to either a PIC or PIC-VS standard. SPD will seek to implement strategies that mitigate risk to the Province.



• s.14

s.14

s.14 This collection of information may not withstand the scrutiny of BC's Privacy Commissioner, who may find that collection was performed without authority. Additionally, given the prior history of the Commissioner's Office with the PIC Guidelines, an affected party making a complaint to the Commissioner could lead to public attention on this issue. These risks can only be fully resolved through legislative amendment.

- Without any immediately available law enforcement agency alternatives and given the stipulations of the Provincial Police Services Agreement which provide operational independence for the RCMP, SPD is working with the CRRU to adopt the PIC Guidelines. A new Business Case is pending approval, which will merge the CRRU and Cannabis Organized Crime Counterproliferation Unit (actioning a decision made by the Minister in March 2020). This will allow greater operational efficiency and enable mobilization of CPU/ CRRU resources to address the resource demand associated with the PIC Guidelines.
- Provinces such as Ontario and Alberta have developed legislation and policy which seek to strictly limit the use/ disclosure of non-conviction information due to the untested nature of this information and its potential detrimental impacts on individuals undergoing checks. SPD will continue with inter-jurisdictional research and data analysis with the intention of forming a legislative proposal that standardizes criminal records checks in BC.

#### **INDIGENOUS PEOPLES CONSIDERATIONS:**

- Due to the impacts of colonization and the effects of systemic racism, Indigenous peoples are over-represented in the criminal justice system. Therefore, Indigenous peoples are more likely to be the subject of adverse police contact than their non-Indigenous counterparts and, as a result, will be more negatively impacted by the implementation of the PIC Guidelines, particularly in the CRRU context. An argument might also be made that considering non-conviction information in instances where there is a pattern of repeated concerning behaviour may provide a protective factor for citizens, including Indigenous peoples.

#### **OTHER MINISTRIES IMPACTED/CONSULTED:**

- The impact of implementing the PIC Guidelines is still being assessed and, once identified, communications to all stakeholders will occur as necessary.

**PREPARED BY:**

Jess Gunnarson  
Executive Director  
Security Programs Division  
Policing and Security Branch  
250 419-8856

**APPROVED FEBRUARY 24, 2021 BY:**

Wayne Rideout  
Assistant Deputy Minister  
and Director of Police Services  
Policing and Security Branch  
250 387-1100

**APPROVED MARCH 3, 2021 BY:**

Mark Sieben  
Deputy Solicitor General

**MINISTRY OF PUBLIC SAFETY AND SOLICITOR GENERAL  
POLICING AND SECURITY BRANCH  
DECISION BRIEFING NOTE**

**PURPOSE:** For **DECISION** of Mike Farnworth,  
Minister of Public Safety and Solicitor General.

**ISSUE:** JIBC Police Academy (JIBC PA) sustainable funding model.

**DECISION REQUIRED/ RECOMMENDATION:**

Approval to begin formal discussions with municipalities regarding their role in funding police training.

**SUMMARY:**

- An independent third-party financial review completed in February 2021 confirmed the existing funding framework at the JIBC PA is not sustainable and provides the analysis to support a new funding formula involving municipalities over time. The financial analysis includes the actual costs of recruit training as well as the costs required to sustain recommended changes to the recruit training program, and the transition of Surrey to a municipal police service.
- PSSG and the Ministry of Advanced Education and Skills Training (AEST) are not able to provide additional ongoing funding to the JIBC PA for the upcoming years and AEST has confirmed that despite having deficit approval the JIBC will likely run into liquidity issues by the end of 2020/21. Ongoing operating and capital costs at the JIBC PA have been identified for the next five years and the Province can no longer delay the timing of the transition to a comprehensive cost-recovery model.
- PSSG proposes a three-year transition plan, particularly given concerns the Ministry of Municipal Affairs has relayed regarding the financial pressures on municipalities as a result of the impacts from COVID-19.
- A new cost recovery model would increase contributions from municipalities, which would ensure cost allocations are transparent and based on proportionate usage and would help address the costs of training for independent municipal police departments. The Surrey Police Service would contribute as soon as they send recruits to the JIBC (2022) with other municipalities transitioning in 2023/24 (April 2024). <sup>s.13</sup>

**BACKGROUND:**

- <sup>s.14</sup>

- However, the provision of training for police in BC is seen as a partnership between the various stakeholder groups. Transitioning to a cost recovery model would allow the Province to continue to provide the annual delegation amount (\$1.995 million) to the JIBC PA and consider contributions from municipalities based on the number of seats they require for recruit training annually.
- The external consultant's report concluded that the actual cost for one recruit to complete the program was approximately \$30,670, which would be offset by recruit tuition (currently \$11,575.93). This estimated total cost of training is based upon actual experience<sup>s.13</sup>. This cost may be higher should additional instructors be required, however the consultant concluded that this increase would be offset by the economies of scale from larger numbers of future recruits.

## DISCUSSION:

- It is critical to resolve the JIBC PA's funding shortfall prior to the influx of recruits as a result of the City of Surrey's transition to a municipal police department (anticipated January 2022). Without further direction, a precedent may be set that municipalities have no responsibilities for the funding of recruit training.
- On March 1, 2021, Chief Constable Norm Lipinski wrote to the President of the JIBC advising that the Surrey Police Service estimates 26 recruit training positions will be required for 2022: Six in the January intake, ten in May, and ten in September. This would result in 26 recruits throughout 2022, totalling \$496,470 based on a cost per recruit model and the current tuition amount (see Attachment 1).
- s.13 which was validated as part of the financial analysis, as well as the \$684,000 required to support curriculum improvements, PSB will require financial assistance to support the JIBC PA and municipalities through the three-year transitional period.
- s.12; s.13; s.17

- PSB will need to engage with police boards and municipalities (with independent police departments) early to formally advise of the need to move to a new model, as supported by the findings of the independent financial review. Engagement will include a consultation process to assess the new funding model for municipalities, ensuring alignment with budget cycles (December 31, year end).

- The JIBC has confirmed they will be introducing a tuition increase in January 2022, following consultation with impacted stakeholders throughout 2021. The JIBC PA will also require three-year projections from police departments to support future-focused planning. This will be considered as part of the necessary engagement with the affected municipalities on the new funding model, including a requirement that the JIBC conduct a review every two years to ensure that the financial management of the funding is transparent, consistent and aligned to the expectations of stakeholders.
- In the past year, the BC Association of Municipal Chiefs of Police have expressed concerns about the PA's ability to meet recruiting demands, as not all departments receive the requested number of seats. As part of planning ahead for future demand, including anticipating the influx of recruits from the City of Surrey's transition, the JIBC PA has explored increasing its class size from 48 to 64, which will only be possible if the funding shortfall is addressed.
- Without adequate funding, the JIBC PA will not be able to continuously improve the curriculum to ensure the training is keeping pace with the realities of policing. It will be important for the recruit curriculum to meet the expectations of stakeholders in the future, including aligning the program to any recommendations made by the Special Committee on Reforming the *Police Act* as the current state of training and education for police is examined.
- It should be noted that the future role of municipalities in JIBC funding is arising concurrently with funding pressures in other policing sectors that will impact municipalities (for example, future funding of South Island Dispatch and dispatch services throughout the province). These multiple funding pressures are being assessed collectively by the Branch to ensure a comprehensive policy, funding and communications framework is adopted.

#### **INDIGENOUS PEOPLES CONSIDERATIONS:**

- Sufficient and adequate funding for the PA helps ensure that police training is of the highest quality and able to meet the changing needs of the police and the communities they serve, including Indigenous communities.
- The Stl'atl'imx Tribal Police Service (STPS) is BC's only Tribal Police Service and provides full policing services to ten of the eleven communities of the St'atl'imc Nation territory. Training for STPS recruits is provided by the JIBC PA.

## **OPTIONS:**

### **Option 1: (Recommended)**

Approval to begin formal discussions with municipalities regarding their role in funding police training, starting 2023/24 (April 2024). The City of Surrey contributes as soon as Surrey Police Service (SPS) recruits attend the PA (January 2022).

- PSB begins discussions to formally advise police boards and municipalities (with independent police departments) regarding the need to move to a cost-recovery model and embarks on a consultation process to assess the new funding model with municipalities and align the results of the review with budget cycles. SPS would pay for the costs of their recruits as soon as they attend the JIBC PA (6 recruits anticipated January 2022, costing \$114,570 based on current calculations; will be reduced when the JIBC decides on tuition increases).
- Stakeholders would be advised that provincial government funding would continue at the current level (\$1.995 million). A new funding formula would be based on each municipality funding the number of seats required for their police agency annually (i.e., \$30,670, offset by recruit tuition of \$11,575, resulting in an approximate amount of \$19,095 per recruit). See Attachment 1 for estimated impacts to specific municipalities.

### **Pros:**

- The move to a comprehensive cost recovery model would resolve municipalities not paying for their proportionate share of training costs, which has resulted in long-standing budget and funding issues at the JIBC PA.
- A transition occurring in fiscal year 2023/24, provides municipalities some time to build costs into their budgets and assess their recruiting projections.
- The additional funds long-term will continue to strengthen the overall quality of the program and address capacity issues.
- Stakeholders will gain an increased leadership role to make decisions concerning to the delivery of training, and providing input on the capital expenses at the JIBC PA.
- This approach is also aligned to policing modernization efforts, as the Province is attempting to achieve equitable service delivery and funding models that support adequate and effective policing. Further, it would be consistent with the existing model with municipalities who contract the RCMP and contribute to the costs of cadet training under the agreements.

### **Cons:**

- s.13

The City of Surrey may view the approach as inequitable as they would pay for recruit training significantly sooner than the current municipalities. The City of Surrey may need to contribute to the costs of cadet training under the current Municipal Police Services Agreement (\$4.9 million in 2019/20, \$5.3 million in 2020/21 and \$5.400 million in 2021/22) as well as to the costs of municipal recruit training.

**Option 2:**

Approval to begin formal discussions with municipalities regarding their role in funding police training, starting 2023/24 (April 2024), including the City of Surrey.

**Pros:**

- In addition to the same pros as the above option, this option appears more equitable to the City of Surrey and would not potentially impact the timing of the transition.

**Cons:**

- s.13

s.13 It would also need to include the one-time costs of the City of Surrey's transition, estimated by the external consultant to be in the order of \$1.25 million.

- The report also estimated that the ongoing demand from the transition will be approximately \$750,000 and this option would not require the City of Surrey to contribute to these costs.

**OTHER MINISTRIES IMPACTED/CONSULTED:**

- Ministry of Advanced Education and Skills Training
- Ministry of Municipal Affairs

**DECISION:**

**OPTION NUMBER 1 APPROVED**

  
Mike Farnworth  
Minister of Public Safety and Solicitor General

May 05, 2021  
Date

**PREPARED BY:**

Wendy Sutherland  
Senior Program Manager  
Policing and Security Branch  
778-572-3413

**APPROVED February 26, 2021 BY:**

Billy Castillo  
Director, Provincial Policing Agreement  
Policing and Security Branch  
778 974-4718

**APPROVED March 9, 2021 BY:**

Sandra Sajko  
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**APPROVED March 11, 2021 BY:**

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And Director of Police Services  
Policing and Security Branch  
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**APPROVED MARCH 12, 2021 BY:**

Mark Sieben  
Deputy Solicitor General

**ATTACHMENTS:**

Attachment 1: Funding Models and Impacts  
Attachment 2: Timeline and Engagement Milestones for JIBC PA Transition



Attachment 1: Proposed Funding Formula and Recruit Training Costs

Proposed Sources of Revenue for JIBC PA		
A. Recruit Tuition	\$11,575.00 *	Recruit tuition is subject to increase (dependent on JIBC) A + B = C (Cost per recruit) <b>\$30,670.00</b>  Department Contribution will be offset by the costs of tuition so could decrease if tuition increases.
B. Department Contribution	\$19,095.00	
C. PSSG Annual Delegation	\$1,995,000	
Total Revenue will be based on # of Recruits (including Surrey Police Service)	3 classes of 48 recruits with PSSG Contribution results in <b>\$6,411,480.00</b> annually	3 classes of 64 recruits (likely to expand post COVID-19) with PSSG Contribution results in <b>\$7,883,640.00</b> annually

Recruit Representation Costs in a Class of 48			
Department	Class of 48	Cost per class	Annual cost
Abbotsford	2	\$ 38,190.00	\$ 114,570.00
Central Saanich	1	\$ 19,095.00	\$ 57,285.00
Delta	5	\$ 95,475.00	\$ 286,425.00
Nelson	0	\$ -	\$ -
New West	2	\$ 38,190.00	\$ 114,570.00
Oak Bay	0	\$ -	\$ -
Port Moody	1	\$ 19,095.00	\$ 57,285.00
Saanich	2	\$ 38,190.00	\$ 114,570.00
Stl'atl'imx	1	\$ 19,095.00	\$ 57,285.00
Transit	5	\$ 95,475.00	\$ 286,425.00
Victoria	4	\$ 76,380.00	\$ 229,140.00
Vancouver	22	\$ 420,090.00	\$ 1,260,270.00
West Vancouver	3	\$ 57,285.00	\$ 171,855.00
Total	48	\$ 916,560.00	\$ 2,749,680.00
This model has been built on past use of the JIBC PA and does not include Surrey in the class of 48, as the JIBC has indicated that they have plans to increase class sizes from 48 to 64 following COVID-19. The proposed approach brings in \$2.7 million dollars in revenue, which would provide the JIBC PA with an operating budget of approximately \$4.7 million (report estimated operating costs of \$4.1 million).			

Surrey Police Service		
Date	Recruit #s	Cost per recruit <b>\$30,670.00 - \$11,575.00 = \$19,095.00</b>  Department Contribution will be offset by the costs of tuition so could decrease if tuition increases.
January 2022	6	\$114,570.00
May 2022	10	\$190,950.00
September 2022	10	\$190,950.00
Total	26	<b>\$496,470.00</b>

## Timeline of Discussions with Impacted Stakeholders on the Transition to a New Funding Framework for JIBC Police Academy

Milestone	Communication Mechanism	Timeline
<b>Briefings with Minister and DSG and PSB</b>	Meetings	February 22 and 23, 2021 (Completed)
<b>Follow Up with MMA to confirm engagement with UBCM staff</b>	Email to MMA staff	Week of February 22, 2021 (Completed)
<b>GCPE to finalize issues note/key messages on Financial Analysis</b>	N/A	Week of February 22, 2021 (In progress)
<b>Engage with AEST and confirm timing/key messages</b>	JIBC PA Budget Working Group meeting	March 2, 2021 - Key Messages to be finalized
<b>Engage with JIBC and confirm timing/key messages</b>	JIBC PA Budget Working Group meeting	March 2, 2021 – Key Messages to be finalized
<b>PSB/MMA/GCPE meeting to discuss local government concerns</b>	Staff level meeting	March 5, 2021
<b>Potential questions from BC Association of Police Board AGM</b>	ADM and Minister attending (bullets have been prepared if questions about JIBC funding are raised)	March 5 and 6, 2021
<b>Engage with UBCM staff (Bhar Sihota)</b>	Email and follow-up discussions with Sandra Sajko	March 2021 (subject to Minister approval by March 15 <sup>th</sup> )
<b>Engage with BCAMCP President (Deputy Chief Constable Colin Watson)</b>	ADM Meeting	March 2021 (subject to Minister approval by March 15 <sup>th</sup> )
<b>Engage with City of Surrey regarding recruit training costs</b>	1:1 meeting between PSB Executive Director (Jamie Lipp) and City of Surrey (Terry Waterhouse)	March 2021 (subject to Minister approval by March 15 <sup>th</sup> )
<b>Engage with Chief Constable of Surrey Police Service regarding recruit training costs and timing to help with conceptual plan for SPS</b>	Meeting with PSB staff	March 2021 (subject to Minister approval by March 15 <sup>th</sup> )
<b>Engage with Surrey Police Board regarding upcoming</b>	Consult with PSB Police Governance Unit on appropriate mechanism (1:1s with PSB/SPB)	TBD – anticipated mid-late March.

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Milestone	Communication Mechanism	Timeline
communication with respect to financial analysis		
Formal letter to BCAMCP/Chief Constables, BCAPB/Chairs of Boards (including Surrey Police Service and Surrey Police Board) re: further discussion and release of Financial Analysis	ADM letter	Week of March 15, 2021
PSB and JIBC Meeting with BCAMCP (as indicated in ADM letter)	Virtual meetings, ADM and PSB staff as required with JIBC (VP Academic and VP Finance and other staff as required)	Mid-March – April 2021
PSB and JIBC Meeting with BCAPB (as indicated in ADM letter)	Virtual meetings, ADM and PSB staff as required with JIBC (VP Academic and VP Finance and other staff as required)	Mid-March – April 2021
Ongoing discussions on funding model with UBCM staff, BCAMCP, BCAPB and JIBC (and with AEST and MMA as required)	Staff level	April – September 2021