



## NEW WESTMINSTER POLICE BOARD

OPEN AGENDA

Tuesday, 15 June, 2021 @ 0930

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✓ Indicates Attachment

<b>1</b>	<b>ADOPTION</b>	
✓	1.1 Adoption of Open Agenda: 15 June, 2021	<i>Police Board</i>
	1.2 Delegations	
<b>2</b>	<b>CONSENT AGENDA</b>	<i>Police Board</i>
✓	2.1 Approval of Open Minutes: 18 May, 2021	
	2.2 Police Board Member Reports	
✓	2.3 Statistics: May 2021	
✓	2.4 Updated Police Board Governance Calendar	
✓	2.5 Correspondence	
	<ul style="list-style-type: none"> <li>Letter from City of New Westminster RE Police Reform Submission</li> <li>Letter of Thanks</li> <li>Next Generation 9-1-1</li> <li>E-Comm Police Dispatch Services Update Including 2020 Preliminary Levy Forecasts</li> <li>Extension of Posting for New Westminster Police Board Position</li> </ul>	
<b>3</b>	<b>ONGOING BUSINESS</b>	
	None	
<b>4</b>	<b>NEW BUSINESS</b>	
✓	4.1 - # V - 8 U - h	<i>Inspector McDaniel</i>
✓	4.2 JIBC Funding	<i>Chief Constable Jansen</i>
✓	4.3 o O \ k	<i>@ U )</i>
	<b>NEXT MEETING</b>	
	<b>Date:</b> Tuesday, 20 July, 2021 at 0930	
	<b>Location:</b> ZOOM Video Conference	
	<b>ADJOURNMENT OF OPEN MEETING</b>	



## NEW WESTMINSTER MUNICIPAL POLICE BOARD

May 18, 2021 @ 0930

Via ZOOM

### MINUTES of Regular Meeting

<b>PRESENT:</b>	Mayor Jonathan Côté Mr. Sasha Ramnarine Mr. Karim Hachlaf Ms. Shirley Heafey	Chair
<b>STAFF:</b>	Chief Constable D. Jansen Deputy Chief P. Hyland Inspector A. Perry Inspector T. Dudar Inspector D. McDaniel Inspector C. Mullin Ms. J. Darion Ms. D. Dyer	Finance Supervisor Board Secretary
<b>GUESTS:</b>	Councillor Nakagawa Ms. Tambellini	

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#### 1. ADOPTION OF AGENDA

##### MOVED AND SECONDED (Ramnarine/Hachlaf)

**THAT:** The New Westminster Police Board approve the May 18, 2021, Regular Agenda

**CARRIED**

#### 1.2 Introduction of New Board Member

Mayor Cote introduced and welcomed new Board member, Shirley Heafey.

Received for information.

#### 1.3 *Police Act* Reform Presentation

Councillor Nakagawa and Ms. Tambellini presented the *Police Act* Reform Presentation. The following was of note:

**New Westminster City Vision and Values:**

- Integrity
- Compassion
- Innovation
- Openness
- Accountability
- Sustainability
- Partnership
- Inclusion

**Strategic Priorities 2019 – 2022:**

- Affordable Housing
- Culture and Economic Development
- Environment and Climate Action
- Facilities, Infrastructure, and Public Realm
- Reconciliation, Inclusion, and Engagement
- Sustainable Transportation
- Organizational Effectiveness

**Vision for the Community:**

- A Sense of Place
- Everyone has a home
- Integrated Health Services
- Calls for Justice and Equity Embraced
- Drugs are decriminalized and crimes of poverty and desperation and addressed at their root cause
- Everyone has the food necessary to thrive
- Intergovernmental collaboration
- Full employment and livable income
- Sustainable and Regenerative Environment
- Safe Transportation

**Develop a New Model of Community Response:**

**Recommendations:**

- Develop a pilot program to address crisis health management which would provide alternatives to police response.
- Develop compassionate crisis management response: Trialing a variety of programs with models that are led by specialized social-service and healthcare workers without support of police, and others that partner police with social service specialists.
- Create new categories for 911 and emergency response.

- Create standards for compassionate response.
- Develop new funding models.
- Invest in housing to ensure no one is homeless.
- Decriminalize drugs: Ensure robust access to safe supply and decriminalize drugs.
- Increase access to detox and public treatment facilities with different delivery options available, including options that are culturally appropriate.
- Invest in Community Health Centres as a preferred method of delivering primary care.

### **Centre Racialized and Vulnerable Populations**

#### **Recommendations:**

- Develop non-police community teams to respond to those in crisis.
- Enhance the public realm to create a stronger sense of community that encourages interaction and is designed to decrease crime.
- Develop clear actions with timelines to respond to calls to action from the Truth and Reconciliation Commission.
- Develop relationships with others to provide culturally appropriate and supportive programs, including job training, housing, and mental health services.
- Ensure diversity in the make-up of the Police.
- Include racialized histories and perspectives in work conducted by city departments as well as in the public education curriculum.
- Raise income assistance and disability rates.
- Expand access to public transportation by ending punitive fare evasion measures and removing economic barriers to access.
- Centre and protect vulnerable road users in traffic enforcement.

### **Understand the Current State: Collection, Interpretation, and Control of Data**

#### **Recommendations:**

- Collect and publish disaggregated data
- Use data to make decisions
- Use data to reveal and understand indicators of systemic and structural oppression in order to identify and address root causes of disparity.
- Create effective community service discussion tables to ensure service for the most vulnerable.
- Refresh and update data on a regular basis.
- Gather expert opinions with a focus on those with lived experience.

## **Re-evaluate Police Board Appointments and Budgeting**

### **Recommendations:**

- Change the police board appointment system to allow for more input from municipalities
- Create equity and diversity mandates for police boards so that the board reflects the community
- Adapt recruitment processes and qualification standards.
- Consider board compensation to allow underrepresented people to serve on the Police Board.
- Address board structure and practices to create a more equitable discussion table so that everyone may fully participate.
- Address the budget dispute process used when police boards and municipalities cannot agree on an annual budget. The process should be transparent and fair for both sides.

The following video was shared:

<https://www.newwestcity.ca/newwestmatters#video-updates>

Discussion ensued amongst the Board.

### **MOVED AND SECONDED (Heafey/Hachlaf)**

**THAT:** The New Westminster Police Board endorse the City's position paper on Police Reform; and

**THAT:** The Police Department Senior Management team review the recommendations within the report and provide an update to the Police Board on what actions can be implemented at a Police Board level.

**CARRIED**

Mayor Cote gave further direction that the Police Department Senior Management team consider including the report in the Request for Proposal (RFP) for the New Westminster Police Department Operational Review. Chief Constable Jansen stated that he will work with Patrick Shannon at the City of New Westminster to update the Request for Proposal, since it has already been distributed.

### **1.4 Delegations**

None.

**2. CONSENT AGENDA (Hachlaf/ Ramnarine)**

**2.1 Approval of Minutes: 20 April, 2021**

**2.2 Police Board Member Reports**

**2.3 Statistics: April 2021**

**2.4 Policy**

**2.5 Correspondence**

- Correspondence to City Council RE Adoption of Action Plan

**MOVED AND SECONDED (Ramnarine/Hachlaf)**

**THAT:** Item 2.3 be removed from the Consent Agenda; and

**THAT:** The remaining Consent Agenda items be approved.

**CARRIED**

**ITEMS REMOVED FROM THE CONSENT AGENDA**

**2.3 Statistics**

Mr. Ramnarine enquired into the coding 'GO' and 'CV'. Chief Constable Jansen explained that 'GO' is the file number, while 'CV' represents specific files that have been flagged by a member for Covid-19.

Mr. Hachlaf queried the 60% increase YTD in mental health related calls. Inspector Mullin clarified that the statistics are in line with our five year average, and explained that 2020 was a unique year as a result of the Covid 19 lock down, thus a direct comparison of 2021 to 2020 would not give an accurate representation of the percentage increase.

Received for information.

**3. ONGOING BUSINESS/ DISCUSSION**

**3.1 GOVERNANCE: Governance Calendar Review**

Chief Constable Jansen presented the updated Governance Calendar, which included the addition of a Communications Update in July.

**MOVED AND SECONDED (Hachlaf/ Ramnarine)**

**THAT:** The revised Governance Calendar be accepted and approved.

**CARRIED**

**3.2 GOVERNANCE: Tri-Annual Financial Report**

As of March 31, 2021, the police department is under-budget by \$543,408.

Salaries and benefits are currently under budget by 15% or \$963,574, this saving is mostly due to vacancies across all pay groups. The department has recently filled civilian roles and is actively recruiting sworn members to bolster staffing levels in anticipation of further turnover. The forecast for 2021 is that the budget variance in salary and benefits should narrow to approximately 5% under budget.

General administration and operating expenses are currently 7% under budget and are forecasted to be on or under budget. Recruitment is an exception and is forecasted to be over budget due to the increased hiring needs.

Firearms and operational equipment are forecasted to be over budget; however, a portion of the costs will be recouped and posted to third party cost recovery.

Sales of service and grant revenue is currently trending under budget by 32%. This is mostly due to a timing issue as the grant sharing revenue is only posted twice per year. The current expectation is these accounts will be on budget.

Received for information.

**4. NEW BUSINESS**

None.

**ADJOURNMENT of Regular Meeting**

Chair Jonathan Côté adjourned the meeting at 1020 hrs.

**Next meeting:** June 15, 2021 @ 1005  
Via Zoom

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MAYOR JONATHAN COTE  
CHAIR

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D. DYER  
RECORDING SECRETARY

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# New Westminster Police Department

## Statistical Overview – May 2021

### Calls for Service

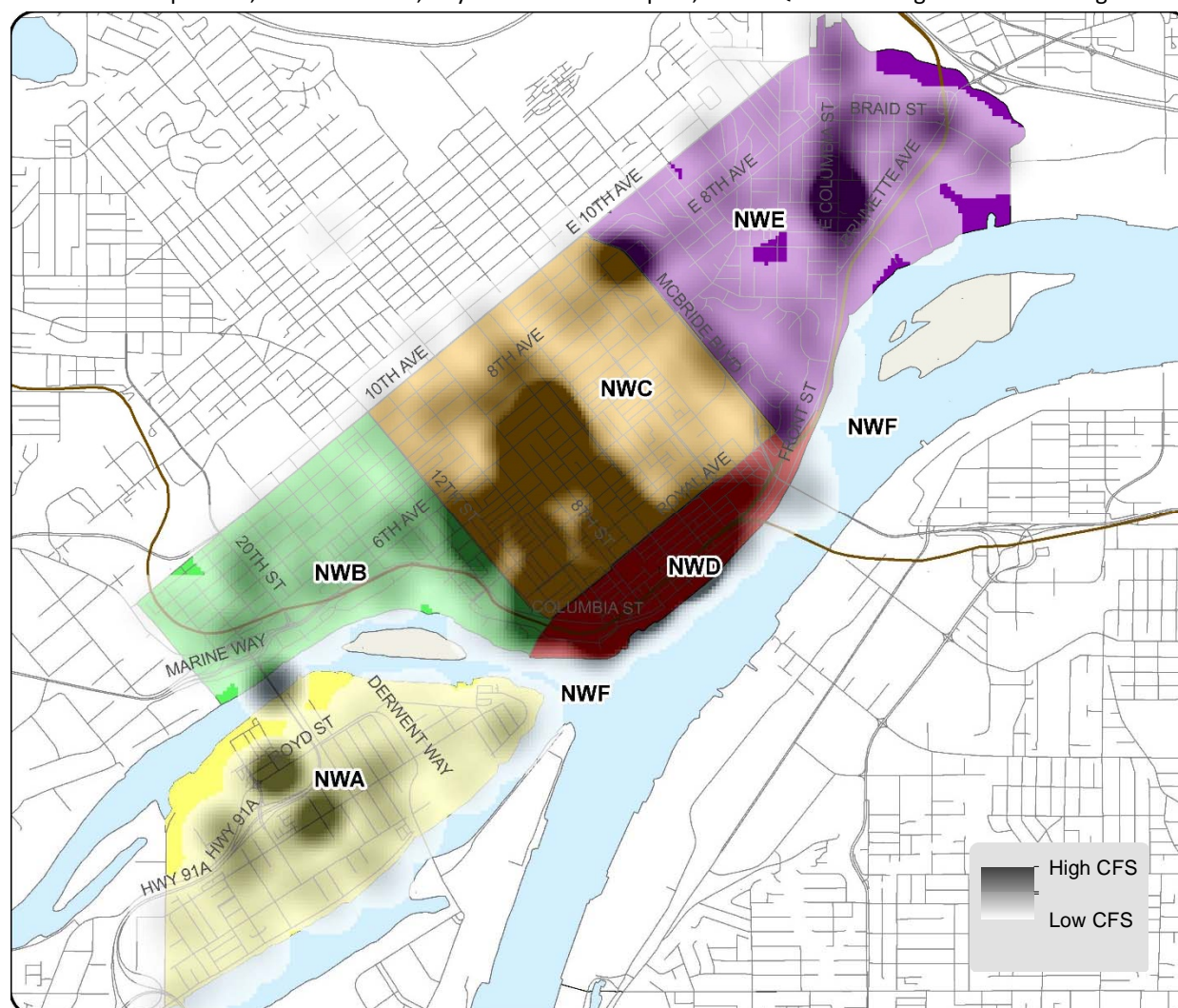
	Apr	May	May avg range	YTD 2020	YTD 2021	YTD +/-	YTD % chg
Queensborough (NWA)	144	164	132-212	669	710	41	6%
West End (NWB)	156	154	178-186	810	723	-87	-11%
Mid-Uptown (NWC)	492	668	582-740	2646	2721	75	3%
Downtown (NWD)	397	410	402-465	1822	2036	214	12%
East End (NWE)	198	206	216-316	1130	1023	-107	-9%
Water (NWF)	0	0	0	1	1	0	-
Skytrain Stns (NWG)	23	25	21-30	133	140	7	5%
Spec. Locations (NWH)	113	119	96-166	595	573	-22	-4%
Other	24	18	13-33	107	123	16	15%
<b>Total Calls For Service</b>	<b>1547</b>	<b>1764</b>	<b>1670-2117</b>	<b>7913</b>	<b>8050</b>	<b>137</b>	<b>2%</b>

Above normal range

Within normal range

Below normal range

**Note:** Zone H includes certain high-volume or special interest locations in the city, with the bulk of incidents linked to NWPD headquarters, the Law Courts, Royal Columbian Hospital, or the Queensborough & Pattullo bridges.



## Monitored Occurrence Types

Persons Crimes	May 2021	May 2020	+/-	2021 YTD	2020 YTD	+/-	% change
All Persons Offences	88	64	24	419	384	35	9%
Assault	46	34	12	201	177	24	14%
Domestic Violence	51	45	6	241	248	-7	-3%
Family Violence	17	29	-12	105	129	-24	-19%
Robbery	6	2	4	24	16	8	50%
Sex Assaults	5	2	3	26	14	12	86%
Indecent Acts	2	3	-1	10	12	-2	-17%
Other Sex Offences	1	0	1	15	13	2	15%

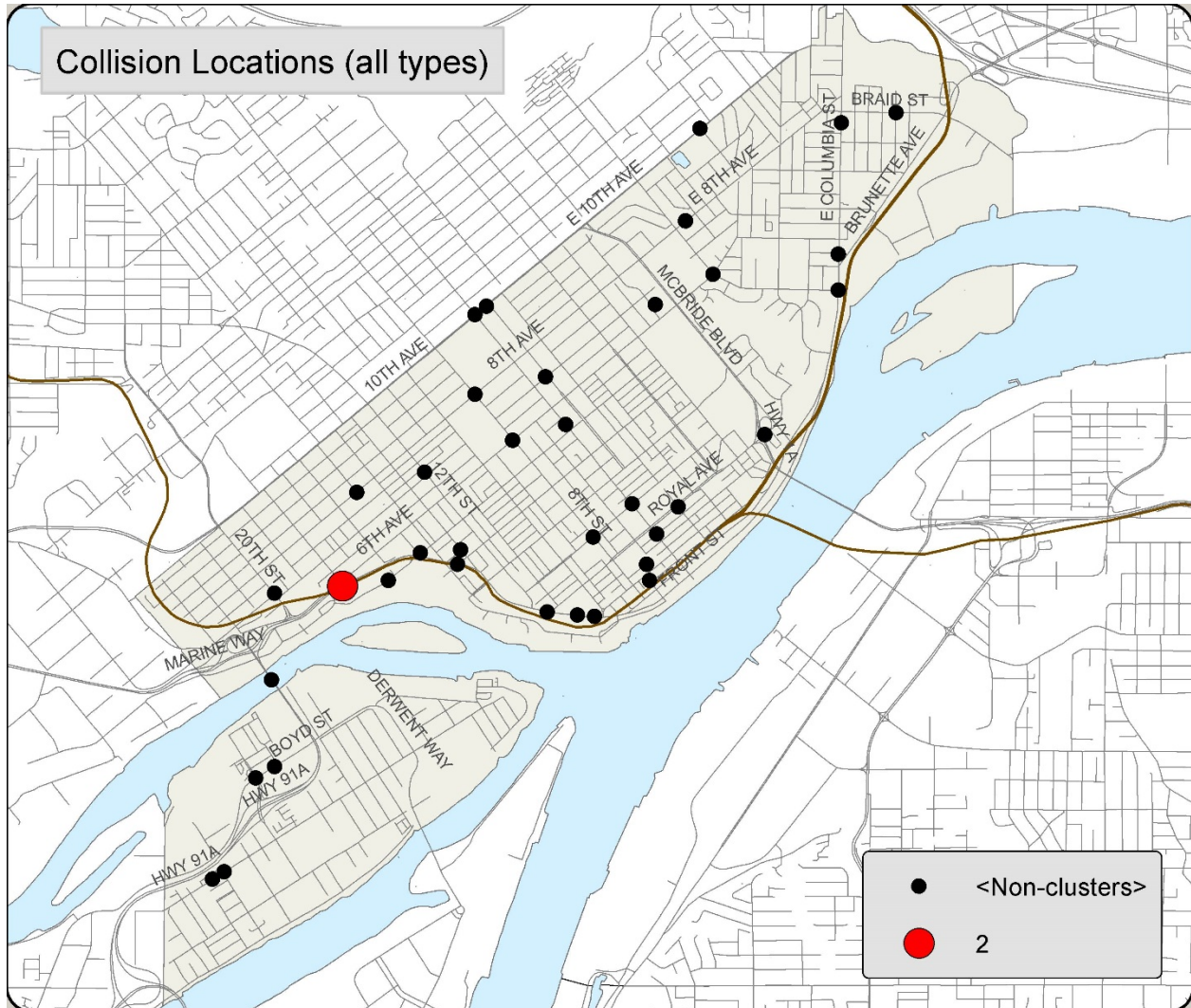
Property Crimes	May 2021	May 2020	+/-	2021 YTD	2020 YTD	+/-	% change
All Property Offences	279	215	64	1365	1194	171	14%
Break and Enter – Total	25	30	-5	162	148	14	9%
Break and Enter – Business	16	13	3	110	74	36	49%
Break and Enter – Residence	2	4	-2	18	31	-13	-42%
Break and Enter – Other	7	13	-6	32	41	-9	-22%
Theft of Vehicle	8	21	-13	50	67	-17	-25%
Recovered Stolen Vehicle	3	3	0	13	20	-7	-35%
Theft From Vehicle	79	73	6	370	362	8	2%

Drug Offences	May 2021	May 2020	+/-	2021 YTD	2020 YTD	+/-	% change
Drug Possession (all)	4	5	-1	18	25	-7	-28%
Trafficking (all)	1	4	-3	11	15	-4	-27%

Other Crimes	May 2021	May 2020	+/-	2021 YTD	2020 YTD	+/-	% change
Possession of Firearms	0	2	-2	2	4	-2	-50%
Possession of Weapons	5	7	-2	29	24	5	21%
Hate Motivated Crime	0	0	0	0	0	0	-

Other Non-Criminal	May 2021	May 2020	+/-	2021 YTD	2020 YTD	+/-	% change
Missing Persons	16	6	10	65	51	14	27%
Missing Persons – High Risk	5	4	1	32	30	2	7%
Mental Health related (study flag B)	69	64	5	366	253	113	45%
Mental Health related (s. 28 arrests)	38	43	-5	185	160	25	16%
Disturbed Person/Att. Suicide	44	73	-29	273	330	-57	-17%
Sudden Deaths	12	12	0	51	54	-3	-6%
Domestic Dispute – No Assault	52	44	8	187	218	-31	-14%

Traffic/Driving	May 2021	May 2020	+/-	2021 YTD	2020 YTD	+/-	% change
Collision - Non-fatal Injury	5	10	-5	31	46	-15	-33%
Collision - Damage under \$10,000	28	23	5	127	129	-2	-2%
Collision - Damage over \$10,000	5	1	4	26	18	8	44%
Impaired Driving	21	3	18	45	25	20	80%
IRP	13	2	11	55	45	10	22%



## **Addendum – COVID-19 Related Files & Enforcement**

<b>2021</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>TOTAL</b>
<b>Quarantine Act - GO's (all)</b>	3	1	0	1	0	<b>5</b>
<b>Quarantine Act - Charges Laid</b>	0	0	0	0	0	<b>0</b>
<b>Quarantine Act - VT's Issued</b>	0	0	0	0	0	<b>0</b>
<b>COVID-19 Related Measures Act - GO's (all)</b>	2	0	0	0	0	<b>2</b>
<b>COVID-19 Related Measures Act - VT's Issued</b>	1	0	0	0	0	<b>1</b>
<b>GO's with Study Flag "CV"</b>	10	6	1	4	0	<b>21</b>

\*Due to scoring and flagging conventions, a single incident may be counted multiple times in this data (e.g. a Quarantine Act file which was also flagged as COVID-19 related).

Statistics in this report are compiled from the Police Records Information Management Environment (PRIME) and reflect the most current information available at the time of writing regarding incidents reported to or discovered by the New Westminster Police Department. The data is subject to change if continuing investigation, Quality Assurance review, or Statistics Canada policies require an incident(s) to be reclassified.

## Board Governance Manual

**APPENDIX 3: New Westminster Police Board Annual Governance Calendar**

\*\*If Applicable

January	Chief Constable Annual Evaluation Preliminary Annual Fiscal Report Victim Assistance Service Agreement
February	Report on Human Resources and Training Fiscal Report Update Tri-Annual Financial Report
March	Annual Review of Integrated Activities and Plan to Optimize
April	Police Board/City Council Joint Meeting Update on Departmental Initiatives
May	Report on Core Operations and Statistics Governance Review Tri-Annual Financial Report
June	Strategic Plan Development and Review** Annual Budget Preparation
July	Capital Expenditure Plan for Next Fiscal Year Strategic Plan Update** Communications Update
August	Summer Recess CAPG Meetings
September	Finalize Strategic Plan Updates** Draft Budget Presentation for Next Fiscal Year Tri-Annual Financial Report
October	Budget Presentation Police Board / City Council Joint Meeting Resolutions Update on Departmental Initiatives
November	Annual Report on Risk Management Professional Standards Budget Approval
December	Winter Recess





May 21, 2021

Daisy Dyer  
Police Board Secretary  
New Westminster Municipal Police Board  
555 Columbia Street  
New Westminster, BC V3L 1B2

**Via email:** [ddyer@nwpolice.org](mailto:ddyer@nwpolice.org)

Dear Ms. Dyer,

**Re: Submission to the Provincial Special Committee on the Reform of the BC Police Act**

The City of New Westminster convened a Police Reform Working Group to prepare a submission for the provincial Special Committee on Reform of the BC Police Act. The submission is enclosed for information.

The work recognizes the unique challenges and contributions of municipal governments. This begins an important and difficult conversation regarding a shared vision of community safety. The submission is based on a new definition and bold steps proposed to align with the City's vision and values to address the needs of all our community, including those most at risk. We are calling for provincial and municipal change to meet the needs of the most vulnerable, so everyone has the opportunity to thrive.

Along with the enclosed submission, a video presentation was also prepared and can be accessed at the following links:

[https://youtu.be/3F\\_7Yr3bY2s](https://youtu.be/3F_7Yr3bY2s) or <https://www.newwestcity.ca/newwestmatters#video-updates>

If you have questions or would like more information, please contact Denise A. Tambellini, Manager of Intergovernmental and Community Relations at [dtambellini@newwestcity.ca](mailto:dtambellini@newwestcity.ca) or 604-340-9373.

Yours truly,

Jacque Killawee  
City Clerk

Hello,

The victim in this file, requested that I pass along her feedback about her interactions with Cst REID. She wanted to acknowledge Cst. REID's professionalism, compassion, and patience. She explained that being a sex worker she has had significant negative police interaction and generally doesn't trust police. She advised that Cst. REID and the New Westminster police were the first police to treat her with respect, dignity, and make her feel like her safety/wellbeing was important. She said this respect and support is what gave her the confidence and motivation to participate with the investigation.

Kind regards,

June 04, 2021

To: City of New Westminster  
Attention: CAO Lisa Spitale  
[lspitale@newwestcity.ca](mailto:lspitale@newwestcity.ca)  
*Sent via Email*

Dear Lisa Spitale:

### Summary

In this letter, E-Comm will provide an update on the developments concerning “Next Generation 9-1-1” (NG9-1-1), the federally-mandated modernization of the national emergency communications networks. Most importantly, we want to inform you of the potential cost implications for this nation-wide system upgrade, starting in 2022. In anticipation of these costs, the E-Comm Board of Directors recently endorsed the establishment of a new, dedicated technology levy that will apply to all our call-taking and dispatch clients. Over the next few months, we will be reaching out to provide more detail on the following:

- an estimate of the new levy and the method by which it will be determined
- the expected timing for commencement of the new levy
- the timing for E-Comm’s operational transition to the new NG9-1-1 platform.

### Background

On June 1, 2017, the Canadian Radio-television and Telecommunications Commission (“CRTC”) issued Telecom Regulatory Policy 2017-182: “Next Generation 9-1-1 – Modernizing 9-1-1 networks to meet the public safety needs of Canadians”<sup>4</sup>. This policy sets out the CRTC’s determinations on the implementation and provision of NG9-1-1 networks and services in Canada and its view that such a transition would provide Canadians with access to new, innovative emergency services and capabilities.

As part of its decision, the CRTC has ordered TELUS to build a NG9-1-1 network to replace the existing E9-1-1 network in British Columbia. The decommissioning of the existing E9-1-1 network was originally set by the CRTC to occur on June 30, 2023. However, that date was suspended in early 2020 and the CRTC is currently conducting a public consultation process to re-establish transition dates. E-Comm’s current expectation is that the transition of Public Safety Answering Points (“PSAPs”) across Canada to the NG9-1-1 network will occur over a period of three years, as described in the previously mentioned regulatory policy 2017-182, starting later this summer.

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<sup>4</sup> See <https://crtc.gc.ca/eng/archive/2017/2017-182.htm>





We are aware that TELUS, as part of its preparation for the NG9-1-1 transition and pursuant to direction from the CRTC, will be presenting Local Government Authorities (LGAs) with new NG9-1-1 agreements that will replace existing 9-1-1 agreements. Historically, these agreements were executed by Regional Districts, incorporated municipalities or a mix of both per jurisdiction.

The new NG9-1-1 agreements will outline the technical, administrative and operational obligations that LGAs will have to assume in order to maintain 9-1-1 service within in their jurisdiction through the NG 9-1-1 transition.

### **Current E-Comm Activities**

As a service provider, E-Comm is preparing to assume some of these technical and operational obligations on behalf of our call-taking and dispatch clients. We have been testing NG9-1-1 technology since early 2020 and recently announced an important milestone – the successful completion of an NG9-1-1 call transfer (in a test environment) with our counterparts at Calgary 9-1-1. This is a significant accomplishment, demonstrating required NG-9-1-1 functionality to downstream/transfer 9-1-1 calls to another PSAP (external to E-Comm) and deliver call-related data. This is also an example of a new level of technical interoperability that will be realized through NG9-1-1, as transferring 9-1-1 calls to a PSAP in another province is a capability we do not currently have.

Although this work has enabled us to develop a significant level of expertise and experience with NG9-1-1 systems, it has also highlighted the level of complexity associated with NG9-1-1 and the need for additional funding and resources, to support the technical and operational transition and to address the risks associated with it.

In addition, this mandated technology change will require E-Comm to undertake a major technology program to replace the call-handling systems used by its call takers to process 9-1-1 and non-emergency calls. This technology replacement will enable us to establish compatibility with mandated NG9-1-1 technical and operational standards.

The E-Comm Board of Directors has recently endorsed the establishment of a new, dedicated technology levy that will apply to all our call-taking and dispatch clients. Over the next few months, we will be reaching out to provide more detail on the following:

- an estimate of the new levy and the method by which it will be determined
- the expected timing for commencement of the new levy
- the timing for E-Comm's operational transition to the new NG9-1-1 platform.

Our goal is to commence operational transition in the latter half of 2022 in order complete transition within the three year window. However, to achieve that goal will require E-Comm to acquire additional resources, and procure and implement the necessary technical systems. All of these items are dependent on securing the required funding from our partners.



At this time, our focus for costing and overall program planning is entirely on the transition of voice-based NG9-1-1 services and the CRTC-mandated introduction of Real-time Text messaging (RTT) for 9-1-1 by 2024. As you may be aware, the NG9-1-1 platform will eventually support the implementation of other forms of 9-1-1 service that involve multimedia communications. These other types of service have not been defined at this point.

Finally, while E-Comm's NG9-1-1 efforts are currently focused on the technology necessary to implement the system's new capabilities, as the "go live" date approaches, E-Comm will also need to address a host of other issues necessary to effect a smooth operational transition. A non-exhaustive list includes training staff to use the new equipment and updated procedures and policies, impacts on quality assurance and voice / data records management and business intelligence and reports.

The NG9-1-1 initiative is ramping up quickly across Canada. E-Comm is committing to keeping our clients informed about developments and we will continue to provide you updates as we get them.

Please feel free to contact me at the number below.

Sincerely,



Oliver Grüter-Andrew  
President and CEO

604.215.5002

[oliver.gruter-andrew@ecomm911.ca](mailto:oliver.gruter-andrew@ecomm911.ca)

CC: Mike Webb, Chief Innovation Officer, E-Comm 9-1-1  
Stephen Thatcher, VP Operations, E-Comm 9-1-1  
Bea Nicolato, VP Finance & CFO, E-Comm 9-1-1  
Dave Jansen, Chief Constable, New Westminster Police  
Tim Armstrong, Fire Chief, New Westminster Fire Department  
Mark Wilson, Controller, New Westminster Police Department  
Harji Varn, Director of Finance, City of New Westminster



June 3, 2021

To: City of New Westminster  
Attention: CAO Lisa Spitale  
lspitale@newwestcity.ca  
*Sent via Email*

**Re: E-Comm Police Dispatch Services Update including 2022 Preliminary Levy Forecasts**

The purpose of this letter is to provide you with a preliminary and high-level notice concerning order of magnitude additional funding requests from E-Comm to its partner police agencies and municipalities in 2022. While work will continue over the summer and into the autumn to specify exact numbers, we recognize that municipalities are now compiling their preliminary budget assumptions and so we want to provide per-agency budget forecasts at a high-level as early as possible for your budgeting purposes.

As you are aware, E-Comm has been conducting a multi-phase “Police Emergency Communication Centre Operations Review” (Ops Review) with the primary objective of identifying the root causes of, and developing strategies to resolve, ongoing challenges with service level performance regarding police non-emergency call-taking.

The first phase of this work involved an initial review conducted internally by E-Comm’s senior leadership team. The second phase was an external review of those internal findings by PriceWaterhouseCoopers (PwC). PwC was aided in its work by a Steering Committee comprised of senior representatives of the police community and two E-Comm board members, both with experience in policing. At the completion of the second phase, PwC delivered to E-Comm a comprehensive report in which it identified a number of operational and resourcing challenges and put forward recommendations for addressing them. That report has been shared with the Steering Committee and a summary of its findings has been presented to the British Columbia Association of Municipal Chiefs of Police (BCAMCP). E-Comm is now engaged in the third phase of the Ops Review, namely, development of a plan to address service performance issues on the basis of PwC’s recommendations.

This continued work will stretch into the early autumn and will centre on discussions with our police agency partners about ways to contain longer-term cost increases, including partner and public expectations for police non-emergency call-answer times and the appropriate service targets for call-taking. However, we do know from the Operations Review findings, that E-Comm struggles with a fundamental base level of understaffing of police call takers and support resources. In this light we do anticipate a need for additional funding for E-Comm in 2022, above and beyond levy increases forecasted in our previous budgets.



On May 11, 2021, E-Comm advised BCAMCP members that we anticipate 2022 remedial activities needing an additional \$3.2M to \$3.8M in funding across the Lower Mainland. Knowing that at least preliminary budget planning is now underway for some agencies and municipalities, we wanted to provide per-agency budget forecasts at a high-level as early as possible.

E-Comm estimates City of New Westminster should plan to set aside \$147,200 to \$174,800<sup>1</sup> to contribute to this additional funding in its 2022 budget. This allocation of the overall funding request is based on the percentage of overall call work load<sup>2</sup> generated by New Westminster in 2020. It is important to highlight that this amount is exclusive of E-Comm's 2022 levy increase already forecasted in our Strategic Financial Plan (SFP) and communicated in the 2021 Budget<sup>3</sup> at the end of 2020. In addition, there are three other cost drivers for 2022 and beyond that will be assessed in the coming months and which are not included in the numbers presented in this letter:

- PwC identified the need for E-Comm to develop its abilities to analyze business needs and plan, implement and sustain change
- PwC also confirmed E-Comm's need for greater systemization through improved use of the Workforce Management system, reporting and quality assurance solutions
- Next Generation 9-1-1 (NG9-1-1) deployment according to the federally-mandated schedule will require a funding commitment from every dispatch partner.

Our team anticipates having more details about these cost drivers and their impact on our funding proposals in the coming months. We will be in a position to share this information with agencies closer to the fall.

It is important to emphasize that, given the current challenges, we do not anticipate seeing a significant improvement in our ability to consistently meet non-emergency service level targets in 2022. Our efforts are hindered by the need to gradually build up capacity, combined with uncertainties about how quickly call volumes will return to or exceed historic levels following the COVID-19 pandemic. The additional funding outlined in this letter will contribute to re-building E-Comm's call-taking capacity to lead to a sustainable service experience for the public.

E-Comm will keep you updated on the progress of our analysis and work to provide final forecasts for your 2022 budgets as well as for subsequent years as soon as possible. The Draft 2022 Budget will be presented for approval by the E-Comm Board of Directors on November 25, 2021.

I wish to thank those at the City of New Westminster for their assistance in preparing this information for you.

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<sup>1</sup> The attached Appendix 1 details the 2022 preliminary levy forecasts

<sup>2</sup> Workload refers to mix of emergency call volumes, non-emergency call volumes, average handle time and service level considerations

<sup>3</sup> 2021 Budget and 5 year forecast as approved by the E-Comm Board of Directors on November 26, 2020



As I appreciate you may have questions, I invite you to call or email me to discuss.

Thank you,



Oliver Gruter-Andrew  
President and CEO

604.215.5002  
[oliver.gruter-andrew@ecomm911.ca](mailto:oliver.gruter-andrew@ecomm911.ca)

Cc: Stephen Thatcher, VP Operations E-Comm 9-1-1  
Beatrix Nicolato, VP Finance & CFO, E-Comm 9-1-1  
Dave Jansen, Chief Constable, New Westminster PD  
Harji Varn, Director of Finance, City of New Westminster



## APPENDIX 1

**E-Comm 9-1-1**

*Preliminary Draft for Information*

**Dispatch Levies Summary**

**LMD Police**

**Call-Taking Increase based on Call Volume Allocation**

		2022 Preliminary Forecasts					
Agency	2021 Approved Budget	2022 Forecast per SFP	2022 Allocate CT Increase %	2022 Allocate CT Increase\$	2022 REVISED FORECAST	2022 vs 2021 \$ Increase vs PY	% Increase vs PY
			6.5%	PROPOSED NEW	TOTAL		
Range - Low \$3.2M							
New Westminster PD	1,055,850	1,124,480	4.6%	147,200	1,271,680	215,830	20.4%
Range - High \$3.8M							
New Westminster PD	1,055,850	1,124,480	4.6%	174,800	1,299,280	243,430	23.1%



## Daisy DYER

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**From:** Couper, Julia PSSG:EX <Julia.Couper@gov.bc.ca>  
**Sent:** June-10-21 11:26 AM  
**To:** Daisy DYER  
**Subject:** Notice of Position New Westminster- Extended

Good Morning Daisy,

We just wanted to advise you that due to the low number of applicants CABRO has extended the NOP's for two weeks for:

Police Board - New Westminster - 1 - Provincial Member - New Westminster Resident - J-0082 – until June 24<sup>th</sup>  
<https://www.bcpublicsectorboardapplications.gov.bc.ca/s/noticeofpositionDetail?nop=J-0082>

Thank you!

***Julia Couper***

Program Coordinator

Indigenous Policing & Police Governance

Policing and Security Branch

Ministry of Public Safety and Solicitor General

**Telephone:** 778 698-5257

**Email:** [Julia.Couper@gov.bc.ca](mailto:Julia.Couper@gov.bc.ca)

## Daisy DYER

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**From:** Krystal Boros <Krystal.Boros@ecomm911.ca>  
**Sent:** May-21-21 2:32 PM  
**To:** Daisy DYER  
**Cc:** Sandra MacKay; Mike Welte  
**Subject:** NOTICE OF EXTRAORDINARY GENERAL MEETING JUNE 24, 2021, PROXY AND INFORMATION CIRCULAR  
**Attachments:** LTR - Director to Shareholder - New Westminster Police Board.pdf; Special Meeting Package (24Jun-21) Final.pdf; Proxy Form.pdf  
**Categories:** Police Board

By order and on behalf of the E-Comm Board of Directors, please find attached Notice of an Extraordinary (Special) General Meeting of Shareholders on June 24, 2021, together with Proxy form and Meeting Information Circular, under cover of a letter from New Westminster Police Board representative Director Mike Welte.

As a separate attachment a duplicate form of Proxy is attached to allow for the printing and completion of the Proxy more easily.

THE BOARD OF DIRECTORS APPRECIATES YOUR CONSIDERATION OF THE SPECIAL BUSINESS COMING BEFORE THE MEETING AND SEEKS YOUR SUPPORT OF THE PROPOSALS TO BE PRESENTED TO THE MEETING. THOSE PROPOSALS ARE EXPLAINED IN DETAIL IN THE MEETING MATERIALS. YOUR VOTE ON THE MATTER IS IMPORTANT TO THE INTERESTS OF E-COMM, ITS SHAREHOLDERS AND OTHER STAKEHOLDERS.

WE ENCOURAGE ALL SHAREHOLDERS TO VOTE BY PROXY IN ADVANCE OF THE MEETING. YOUR ATTENDANCE AT THE MEETING IS ALSO WELCOMED.

We encourage you to contact the writer, or Sandra MacKay, Corporate Secretary at 604-218-6851 or via email [sandra.mackay@ecomm911.ca](mailto:sandra.mackay@ecomm911.ca) if you have any questions or require additional information.

Sincerely,

**Krystal Boros**, *Assistant Corporate Secretary and Freedom of Information Officer*  
C: 604-218-6941



**CONFIDENTIALITY NOTICE:** This email and any attachments are only for the use of the intended recipient and must not be distributed, disclosed, used or copied by or to anyone else. This transmission may contain confidential or privileged information, and the sender does not waive any related rights, protection or obligations in connection with such materials. The unauthorized use or disclosure of this material may be unlawful and result in legal action or other sanctions. **If you have received this email in error please immediately contact the sender by return email and delete all copies of this email and any attachments.**



*JUNE 24, 2021*

# **SPECIAL MEETING OF E-COMM MEMBERS**

**Notice of Meeting, Form of Proxy  
and Meeting Information Circular**



- 1. Notice of Extraordinary (Special) General Meeting**
- 2. Form of Proxy**
- 3. Overview – What Changes to the Members’ Agreement are Proposed**
- 4. Update on the Status of E-Comm’s Governance Redesign Initiative**
- 5. Detailed Explanation of Proposed Changes**
  - (a) Explanatory Notes – Housekeeping Changes;*
  - (b) Explanatory Notes – Modernization and Drafting Improvement Changes; and*
  - (c) Explanatory Notes – Governance Improvement Changes.*
- 6. Link to Redlined version of the Members’ Agreement**

<https://www.ecomm911.ca/membersportal/>

*Showing all proposed Modernization, Drafting Improvement, and Governance Improvement Changes*
- 7. Anticipated Questions and Answers**

*Additional information*

*In this Information Circular:*

*The term Member and Shareholder are used interchangeably as synonymous.*

*The term Special Meeting is used to refer to the Extraordinary General Meeting of Shareholders on June 24, 2021.*

*Members’ Agreement refers to the Members’ Agreement entered into among Class A Shareholders of the Company, as amended and restated July 1, 2010.*

**NOTICE IS HEREBY GIVEN** that an Extraordinary General Meeting (the “Special Meeting” or “Meeting”) of the Shareholders of E-Comm Emergency Communications for British Columbia Incorporated (the “Company”) will be held on Thursday, June 24, 2021 at the hour of 10:00 a.m., via video-conferencing and tele-conferencing, to transact the following special business:

**To conduct a vote of Class A and Class B Shareholders of the Company, on proposals to:**

1. Approve an amendment to the Members’ Agreement to provide the E-Comm Southern Vancouver Island Agencies with the right to appoint a Director; and
2. Approve an amendment to the Company’s Purpose, as set out in Section 2.1 of the Members’ Agreement, and in the definition of permitted activities in Article 25 of the Company’s Articles, to fully align the language of both provisions with the language set out in the *Emergency Communications Corporations Act*; and

**To conduct a vote of Class A Shareholders of the Company, on a proposal to:**

3. Approve additional amendments to the Members’ Agreement and the Articles of the Company, including amendments to lower the special majority voting threshold for approval of extraordinary matters by the Members from 75% of shares outstanding to 2/3 of votes cast;

all as are more fully described in the Information Circular accompanying this Notice.

**OTHER INFORMATION**

**REQUIRED APPROVALS**

The proposals described at 1 and 2 above require the approval of Shareholders holding not less than 75% of the outstanding Class A and Class B shares of the Company.

The proposal described at 3 above requires the approval of Shareholders holding not less than 50% of the outstanding Class A shares of the Company.

**PROXY VOTING**

All Shareholders have the right to vote by proxy or to appoint a proxyholder to attend the Meeting on their behalf. Advance proxy voting is strongly encouraged. A form of Proxy accompanies this Notice.

**VIDEO-CONFERENCING AND TELE-CONFERENCING INSTRUCTIONS**

All Shareholders are entitled to attend the Meeting, whether or not they have voted by proxy or appointed a proxyholder. Instructions for attendance of the Meeting by video-conference or by tele-conference are as follows:

Firstly, please register in advance for the Meeting:

<https://us02web.zoom.us/meeting/register/tZUpfu2rqTguHtNRYnVTvGvnMJvPeS-NWMWQ>

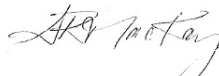
Secondly, please follow the further instructions for joining the Meeting which you will be provided by email following registration.

**ADDITIONAL INFORMATION**

The Information Circular accompanying this Notice contains further information respecting the matters to come before the Meeting. Any requests for additional information may be directed to Sandra MacKay, Corporate Secretary at [sandra.mackay@ecomm911.ca](mailto:sandra.mackay@ecomm911.ca) or to Krystal Boros, Assistant Corporate Secretary at [krystal.boros@ecomm911.ca](mailto:krystal.boros@ecomm911.ca).

DATED at Vancouver, British Columbia this 21st day of May, 2021.

BY ORDER OF THE BOARD

A handwritten signature in dark ink, appearing to read 'S. MacKay', is written over a faint horizontal line.

Sandra MacKay, Corporate Secretary

*Enclosures:*

1. Form of Proxy
2. Meeting Information Circular

**INSTRUCTIONS**

1. Every Member has the right to appoint some other person or company of their choice, who need not be a Member, to attend and act on their behalf at the meeting or any adjournment or postponement thereof. If you wish to appoint a person or company other than the persons whose names are printed below, please insert the name of your chosen proxyholder in the space provided (see below).
2. The shares represented by this proxy will be voted as directed by the Shareholder, however, if such direction is not made in respect of any matter, this proxy will be voted as recommended by the Board of Directors.
3. This proxy confers discretionary authority in respect of amendments or variations to matters identified in the Notice of Meeting or other matters that may properly come before the meeting or any adjournment or postponement thereof.

**APPOINTMENT OF PROXYHOLDER**

Please choose one of the two options below:

- ☐ The undersigned hereby appoints Sandra MacKay, Corporate Secretary of E-Comm Emergency Communications for British Columbia Incorporated, or failing her, Doug Campbell, Board Chair;

**OR**

- ☐ The undersigned hereby appoints (*insert name:*) \_\_\_\_\_

as the undersigned's proxy to attend, act, and vote on the undersigned's behalf at the Extraordinary (Special) General Meeting of the Members to be held on the 24<sup>th</sup> day of June, 2021 or at any adjournment or postponement thereof.

**VOTING**

***THE BOARD OF DIRECTORS RECOMMENDS A VOTE FOR IN RESPECT OF EACH PROPOSAL.***

***If the voting selections below are not completed, your proxy designate will vote in their discretion.***

**Class A and Class B Shareholders of the Company to vote:**

- |   |            |                |
|---|------------|----------------|
| <b>1. Approval of an amendment to the Members' Agreement to provide the E-Comm Southern Vancouver Island agencies with the right to appoint a Director;</b> | <b>For</b> | <b>Against</b> |
|---|------------|----------------|

To approve an amendment to section 4.2 of the Members' Agreement to include, as new section 4.2.4, the following provision:

"4.2.4 The group comprised of: the Capital Regional District and those Vancouver Island police agencies, including any RCMP detachment, to which the Company provides police dispatching services, shall be entitled to designate one individual to act as director.";

☐☐

and, as consequential amendments, by adding reference to section 4.2.4 in sections 4.2.6, 4.2.7 and 4.3.

- |  |            |                |
|--|------------|----------------|
| <b>2. Approval of an amendment to the Company's Purpose, as set out in Section 2.1 of the Members' Agreement, and in the definition of permitted activities in Article 25 of the Company's Articles;</b> | <b>For</b> | <b>Against</b> |
|--|------------|----------------|

To approve an amendment to section 2.1 of the Members' Agreement and Article 25 of the Company's Articles as described in the information circular accompanying the Notice of the Extraordinary (Special) General Meeting, in order to make the language setting out the Company's Purpose and its permitted activities fully consistent with the language of the *Emergency Communications Corporations Act*.

☐☐

## Class A Shareholders of the Company to vote:

- 3. Approval of additional amendments to the Members' Agreement and the Articles of the Company, including, but not limited to, amendments to lower the special majority voting threshold for approval of extraordinary matters by the Members from 75% of shares outstanding to 2/3 of votes cast;**

**For**

Against

To approve those further amendments to the Members' Agreement and the Articles of the Company (other than those described at 1 and 2 above) which are proposed and described in the information circular accompanying the Notice of Extraordinary (Special) General Meeting.

☐☐

**DATED** this \_\_\_\_\_ day of \_\_\_\_\_, 2021

\_\_\_\_\_  
Name of Member *(Municipality/Organization)*

\_\_\_\_\_  
Signature of Authorized Representative

\_\_\_\_\_  
**Print** Name and Title

**DEADLINE**

Submitted proxies must be signed and delivered by 10:00 a.m. on June 22, 2021 to [krystal.boros@ecomm911.ca](mailto:krystal.boros@ecomm911.ca) or by hand or mail to E-Comm Emergency Communications for British Columbia Incorporated, 3301 East Pender Street, Vancouver, B.C. V3K 5J3.

*This Proxy may be revoked by instrument in writing delivered to the registered office of E-Comm prior to the date of the Meeting, or delivered to the Chair of the Meeting on the date of the Meeting prior to any vote being cast utilizing the Proxy.*

## **OVERVIEW – WHAT CHANGES TO THE MEMBERS’ AGREEMENT ARE PROPOSED**

*The Board of Directors is asking all Members of the Company to vote in favour of amendments to the Members’ Agreement which will be an important first step in advancing and improving E-Comm’s governance model for the benefit of all stakeholders.*

### **SUMMARY OF THE PROPOSED CHANGES**

#### **1. First Proposal – providing a Director seat to E-Comm’s Vancouver Island partner agencies**

First, and most importantly, an amendment is proposed to allow the Capital Regional District and the Southern Vancouver Island police agencies, to which E-Comm provides 9-1-1 call taking and police dispatch services from the new E-Comm Southern Vancouver Island Emergency Communications Centre (which group is collectively referred to as the “ECVI partners or agencies” in this overview), to appoint one Director to E-Comm’s Board of Directors.

The new E-Comm Southern Vancouver Island Emergency Communications Centre (the “Centre”) was purpose-built by the Capital Regional District which owns the Centre. The Centre is the first emergency communications centre established and created by E-Comm outside of the Lower Mainland. Our E-Comm Southern Vancouver Island partner agencies have made an important commitment to E-Comm, and a multi-million dollar investment – the new Centre was an important milestone in E-Comm’s corporate growth and is a significant part of its current operations.

The current Members’ Agreement does not allow for the ECVI agencies to be represented on E-Comm’s Board, in large part because at the time E-Comm was created the geographical area in which it was expected to operate was limited to the Lower Mainland, and also because the Members’ Agreement does not provide a method for clients of the organization who are not on the radio system to be provided with Board representation.

It is the view of the Board and Management of E-Comm that the ECVI partners deserve Board representation and we consider it in the best interests of all Members that the ECVI partners participate at our Board table.

THE BOARD OF DIRECTORS ASKS THAT MEMBERS VOTE YES TO PROPOSAL NUMBER ONE to allow the E-Comm Southern Vancouver Island partners to appoint, as a group, one Director. This will not result in any change to the rights of other Members to appoint their designated Director or Directors.

#### **2. Additional Amendments**

In light of the fact that a special majority of Members’ support for the First Proposal is required, the Board and Management of E-Comm consider it opportune to seek approval to additional amendments to the Members’ Agreement and the Company’s Articles at the same time, in order to:

- Revise the language which sets out the Company’s Purpose (the “Second Proposal”), both in the Members’ Agreement and the Articles of the Company, so that the language mirrors precisely the definition of purpose set out in the *Emergency Communications Corporations Act* (the “ECC Act” or “Act”). While this Second Proposal is a relatively minor change, it is an important one because it would allow for E-Comm’s mandate or current scope of work to be broadened by a change to the definition of purposes set out in the Act, which

can be made by a regulation under the Act. At present any change to the definition of Purpose in the Members’ Agreement requires approval by Shareholders holding not less than 75% of votes – as the First Proposal requires the same special majority, it is considered opportune to amend the definition of Purpose at the same time as the First Proposal approval is being sought, as both require this high threshold of Member voting and support.

In addition to the First Proposal and the Second Proposal, additional amendments to the Members’ Agreement are being proposed. Those additional amendments are being proposed together as the Third Proposal, and can be summarized as follows:

- In recognition of the fact that E-Comm has developed to a mature organization with a broad Shareholder base and a sophisticated Board of Directors, amendments to lower the approval threshold for a special majority of Shareholders to an approval level of 2/3 of votes cast from 3/4 of votes outstanding, and removing certain limitations on the authority of the Board of Directors are proposed – these changes are characterized in the Explanatory Notes which follow, as “Governance Improvement Changes” (Item 5(c)), and are explained in those Notes;
- Amendments to update the Agreement generally (it was last amended over 10 years ago), such as by: better defining certain terms which, given the Company’s growth and maturity, warrant more precise language than originally used and to eliminate or revise provisions which, with the passage of time and the Company’s growth, are no longer relevant or applicable – these changes are characterized in the Explanatory Notes which follow as “Modernization and Drafting Improvement Changes” (Item 5(b)), and are fully explained in those Notes;
- Amendments to: revise archaic language to make the Agreement more clear and current, tidy up the agreement with housekeeping changes to reflect such things as the change of the names of the Company, BC Emergency Health Services and Metro Vancouver since the last amendments, and remove unnecessary schedules which have become out of date. These changes are characterized in the Explanatory Notes as “Housekeeping Changes” (Item 5(a)) – changes of this type which are proposed are summarized in those Notes.

THE BOARD OF DIRECTORS ASKS THAT MEMBERS VOTE YES TO PROPOSALS NUMBER TWO AND THREE which it considers in the best interests of E-Comm and its Members.

## **VOTING**

CLASS A AND CLASS B SHAREHOLDERS ARE ENTITLED TO VOTE ON THE FIRST AND SECOND PROPOSALS WHICH REQUIRE SHAREHOLDERS HOLDING NOT LESS THAN 75% OF ALL OUTSTANDING SHARES (CLASS A AND B) TO APPROVE THE PROPOSALS.

CLASS A SHAREHOLDERS ONLY ARE ENTITLED TO VOTE ON THE THIRD PROPOSAL. THE ADDITIONAL AMENDMENTS COMPRISED IN THE THIRD PROPOSAL REQUIRE THE APPROVAL OF CLASS A SHAREHOLDERS HOLDING NOT LESS THAN 50% OF ALL OUTSTANDING CLASS A SHARES.

THE BOARD IS ASKING FOR YOUR SUPPORT TO THE FIRST, SECOND AND THIRD PROPOSALS. IT IS THE VIEW OF THE BOARD THAT THE ALL PROPOSALS ARE IN THE BEST INTERESTS OF ALL MEMBERS AND THAT NO MEMBER IS PREJUDICED BY ANY PROPOSAL.



**A FORM OF PROXY BY WHICH VOTES ON THE PROPOSALS MAY BE CAST ACCOMPANIES THIS INFORMATION CIRCULAR. WE ASK THAT YOU COMPLETE AND RETURN THE PROXY VOTING FORM, EVEN IF YOU INTEND TO HAVE A REPRESENTATIVE ATTEND THE MEETING. VOTING WILL BE CONDUCTED BY PROXY VOTING AND BY VOTING DURING THE SPECIAL MEETING.**

**FURTHER INFORMATION**

THIS MEETING INFORMATION CIRCULAR PROVIDES DETAILS WITH RESPECT TO EACH OF THE FIRST, SECOND AND THIRD PROPOSALS, INCLUDING AN EXPLANATION OF ALL PROPOSED CHANGES TO THE MEMBERS' AGREEMENT AND A LINK TO A REDLINED VERSION OF THE MEMBERS' AGREEMENT IN WHICH ALL PROPOSED AMENDMENTS ARE MARKED IN TRACKED CHANGES MODE.

**ANY QUESTIONS OR CONCERNS OR REQUESTS FOR ADDITIONAL INFORMATION MAY BE DIRECTED TO:**

Sandra MacKay, Corporate Secretary, at [Sandra.MacKay@ecomm911.ca](mailto:Sandra.MacKay@ecomm911.ca) or Krystal Boros, Assistant Corporate Secretary, at [Krystal.Boros@ecomm911.ca](mailto:Krystal.Boros@ecomm911.ca).

## **UPDATE ON THE STATUS OF E-COMM'S GOVERNANCE REDESIGN INITIATIVE**

Our Shareholders, or Members, as well as other stakeholders, know that a redesign of E-Comm's governance model is planned as one of our (a)SPIRE 2025 Strategic Plan initiatives.

An important goal of that redesign will be to ensure that E-Comm's governance structure positions E-Comm for the future in a way that allows E-Comm's stakeholders equitable and appropriate influence in the Company's governance model and affairs.

We anticipate that our Members would appreciate an update on the status of those efforts so that the proposals coming forward to the Special Meeting can be understood in that broader context.

### **SOME HISTORICAL CONTEXT**

The Company was established by its founding members to support a first of its kind Lower Mainland wide area common radio system among participating police, fire, ambulance and municipal agencies. As an integral feature of the initial E-Comm governance structure, the Members' Agreement, signed by the founding Shareholders, gave the Shareholders certain influence in the Company's decision-making, by:

- requiring that Shareholder votes be obtained on many matters;
- setting out a Board appointment structure that allowed those communities who signed on to the radio system to have a representative at the Board table;
- setting out certain authority limits on the authority of the Board of Directors; and
- establishing a committee structure (the Service and User Committees) to allow users of the radio system to have a direct line of input to the Board, as well as other influence over key decision-making.

### ***We have changed significantly since inception***

Since the Members' Agreement was created in 1997, and the Company's operations began in 1999, the Company has changed and grown significantly:

- The Company started with eight police dispatch partners and now has 73 police and fire dispatch partners;
- At inception, the Company was the 9-1-1 call answer service for two regional districts – we now service 25 regional districts and answer 99% of 9-1-1 calls within the Province;
- Initially there were 1,362 radios in service – the Company now has over 12,000 radios active or available;
- At present, by far the majority of the Company's revenues, roughly 70%, come from clients for services other than, or in addition to, the radio system services;
- There are now significantly more shares outstanding – 55 class A and B shares are outstanding at present;
- The Company's operations now extend beyond the Lower Mainland, with the establishment of the E-Comm Vancouver Island Emergency Communications Centre, a purpose-built centre, built by the Capital Regional District, which now serves 15 Southern Vancouver Island communities;

- The Company has grown to over 700 employees; and
- The Company now operates from four different locations.

***And we expect to grow and change further***

The changes which are being proposed to the Member’s Agreement at the June Special Meeting are driven by the fact that the Members’ Agreement must be amended to provide a Board seat to the Southern Vancouver Island agencies served by the E-Comm Southern Vancouver Island Emergency Communications Centre.

While we are seeking approval for that change, it seems logical to ask that Members approve certain process improvements that better position the Company for future growth and governance changes because certain of the current provisions in the Members’ Agreement (such as the stipulation that a change to how the Board is elected which is being put forward) require approval by Shareholders holding 75% of all of the outstanding shares in the Company – an extremely high threshold and one that will be challenging to achieve as a matter of practicality– seem no longer appropriate given the current state of the Company and its growth since its inception.

**WHAT’S NEXT**

*At the June meeting*

The proposals to amend the Members’ Agreement and Company Articles going forward to the Special Meeting, in addition to that for the addition of a representative from our Southern Vancouver Island Emergency Communications Centre partner agencies, will position the Company for future growth and change by:

- removing overly restrictive restraints on the authority of the Board;
- lowering the threshold for Shareholder approval of certain matters (while still requiring a substantial majority) ; and
- improving the clarity and drafting of the Members’ Agreement, by improving definitions and removing outdated provisions and archaic language.

These changes are considered a *first step* which will facilitate future substantive changes. None of the changes proposed for the June Special Meeting is detrimental to any individual Shareholder’s interests and we hope that they have your full support.

**FURTHER GOVERNANCE CHANGES**

Like so many things, progress on E-Comm’s governance initiatives was forestalled in part by the COVID-19 pandemic. Additionally, it was felt that the further redesign initiatives should be paused while some critical operational issues within the Company were stabilized, most notably the service level challenges faced in dispatch operations.

As those matters become more stabilized, E-Comm will be reinvigorating governance redesign efforts. We know that we wish to engage our dispatch partners, 9-1-1 call taking clients and other technology clients in our governance structure in a way that is equitable. We also anticipate that, as we continue to expand our service lines and our geographical reach, the Board appointment methodology set out in the Members’ Agreement may require further adjustment. As we roll out NG 9-1-1 technology, which is essentially a new service line, to existing and new clients of our organization, our governance and funding models may need readjustment for that change. And we envision that we will wish to make additional changes to reflect our commitment to objectives such as diversity and inclusion, and

our belief that there is potential for a greater role for our organization in emergency response of all kinds, including for those facing mental health challenges and marginalization. The original design, of our share structure, our Board structure, and our governance structure more generally, is not an ideal fit at the present time, and may increasingly be a limitation as we contemplate, and indeed plan for, the E-Comm of the future.

***The changes which are proposed for June, in a modest way, will facilitate that further work. We will engage with Shareholders in that process, but we hope that our existing Shareholders support that future work by voting in support of the governance, modernization and drafting improvements to the Members’ Agreement which are embodied in the three proposals being put forward for your approval at the Special Meeting.***

## **EXPLANATORY NOTES TO ALL PROPOSED REVISIONS TO THE MEMBERS' AGREEMENT AND ARTICLES**

To allow Shareholders to focus in detail, should they wish, on the matters most of interest to them, and in an effort to present the proposed revisions to the Members' Agreement and Articles as clearly as possible, the proposed revisions are grouped into three categories:

- Housekeeping Revisions;
- Modernization and Drafting Improvements; and
- Governance Improvements.

The explanatory notes which follow describe all of the proposed revisions to the Members' Agreement, by category.

### **Cross-reference to Proposals to be Voted Upon**

To assist Members wishing to particularly examine the language of the amendments which are to be voted upon in each of the three proposals to go before the Special Meeting, these may be located as follows:

- **Proposal One** – to amend the Members' Agreement to provide the E-Comm Southern Vancouver Island agencies with the right to appoint a Director.

*The proposed revision to the Members' Agreement to achieve this objective is described in Item 5(c) Explanatory Notes – Governance Improvement Revisions, in the section headed: Members' Agreement Section 4.2 – Designation and Election of Directors.*

- **Proposal Two** – approval of an amendment to the Company's Purpose as set out in section 2.1 of the Members' Agreement, and a similar amendment to Article 25 of the Company's Articles.

*The proposed revisions are described in Item 5(c) Explanatory Notes – Governance Improvement Revisions, under the headings Members' Agreement Section 2.1 Purpose and Article 25.*

- **Proposal Three** – approval of additional amendments to the Members' Agreement and the Articles of the Company, including an amendment to lower the special majority for approval of extraordinary matters by the Members from 75% of shares outstanding to 2/3 of votes cast.

*The special majority revision proposal is described in Item 5(c) Explanatory Notes – Governance Improvement Revisions, under the headings: Members' Agreement, Section 2.5 Votes by Members on Extraordinary Items and Article 11 – Votes by Members.*

*The additional amendments to be voted upon as Proposal Three are those described in the remaining provisions of Item 5(c) Explanatory Notes – Governance Improvement Revisions, and those described in Items 5(a) Explanatory Notes – Housekeeping Revisions, and Item 5(b) Explanatory Notes – Modernization and Drafting Improvements.*

## **PROPOSED HOUSEKEEPING CHANGES**

Various “housekeeping” changes are being proposed to tidy-up and bring the Members’ Agreement (the “Agreement”) up to date, all without changing the meaning of any provision, as described below:

As shown in the redlined version of the Members’ Agreement (accessible at Item 6):

### **Introductory provisions and dates**

The introductory recitals have been updated to reflect the proposed amendments as of July 1, 2021, and that date has been substituted as the anticipated effective date in the following sections:

- Introduction of Members’ Agreement;
- Section F; and
- Section 14.13

### **Correction of legal names**

- The legal names of E-Comm, BC Emergency Health Services (BCEHS) and Metro Vancouver have been updated throughout the document.

### **Modern English**

To improve the clarity and readability of the Agreement, archaic language has been removed where this can be done easily without any change in interpretation:

- All references to “set forth” have been changed to “set out”;
- “Herein” has been changed to read “in this Agreement”;
- “Hereinafter” has been replaced by “below”; and
- Words like “hereto” and “hereof” have been deleted in all instances where those words are redundant.

## **REVISIONS WHICH ARE MODERNIZATION CHANGES OR DRAFTING IMPROVEMENTS**

As a general approach, wherever possible the Agreement is revised so that it may remain “evergreen”, such that references which will become outdated over time, such as a listing of Current Members, are removed.

Additional changes which are intended to improve the drafting in, and modernize, the Agreement are shown in the redlined version of the Agreement (accessible at Item 6) and are described and explained below.

### **THE MEMBERS’ AGREEMENT**

#### **Section 1.1 - Definitions**

Defined term: Current Members

The definition of Current Members, Schedule D which listed Current Members, and references to Current Members are removed.

The Company is required to keep an updated list of all Shareholders and makes such information public. The references to Current Members are not required and lead to the Agreement’s becoming out of date.

These changes are made in sections 1.1.1, 1.1.16 and 1.1.27 and in the removing of Schedule D.

#### **Cost Sharing Formula (1.1.16)**

A definition of Cost Sharing Formula is included in the definition section and Schedule C is renamed to clarify that the Formula applies to cost sharing among radio users only (by referencing the defined terms Police, Fire, Ambulance and Municipal Services). References to the Cost Sharing Formula have been changed to refer to the defined term throughout the Agreement.

These changes are proposed to improve clarity.

#### **E-Comm Building (Removed from Definitions)**

The definition of E-Comm Building has been removed.

That definition had become out of date, given E-Comm’s expansion to Southern Vancouver Island and its use of the Training Centres and Business and Technology Centres in Burnaby, B.C. A definition of E-Comm building which is relevant to the Cost Sharing Formula is included in Schedule C. Instead of referring to the “E-Comm Building”, reference to the Company’s ability to own or lease “real property” is substituted in the definition of Purpose in subsection 2.1.2 which modernizes the language by making it more flexible.

#### **Emergency Services Agency (1.1.19)**

Added to the definitions is the term “emergency services agency”, which is a defined term in the *Emergency Communications Corporations Act* (the “ECC Act” or “Act”) as a category of organization to which E-Comm may render services. The term is defined here and also included in the definition of Potential Member so that the Members’

Agreement aligns fully with the ECC Act with respect to what organizations to which it may provide services or issues shares.

**Established Standards of Service (1.1.22)**

To clarify that the User Committee’s mandate to establish standards of service (as set out in subsection 6.2.2.1) applies to standards of service for the radio system only, the language in the definition of Established Standards of Service has been revised to make specific reference to Police, Fire, Ambulance and Municipal Services.

**Members (1.1.27)**

The definition of Members has been simplified for greater clarity, without any change to the meaning.

**New Services (1.1.30)**

For greater clarity, the definition of New Services makes reference to Police, Fire, Ambulance or Municipal Services which are not contemplated in the Cost Sharing Formula.

**Potential Members (1.1.38)**

Added to the list of Potential Members is “emergency service agency”. The ECC Act sets out what types of organizations E-Comm may render services to, and that listing includes an “emergency service agency” as defined in that Act. That category of organization is added to the definition of Potential Members.

**Rates (1.1.43)**

For greater clarity, the definition of Rates is revised to make it clear that the term applies to radio system usage only, by referencing the defined terms of Police, Fire, Ambulance and Municipal Services.

**Specified Potential Members (Removed from Definitions)**

This listing has become out of date and is not necessary. The definition of Potential Members is sufficient to allow for the admission of new Members pursuant to section 3 of the Agreement – and, as such, no Potential Member previously designated as a Specified Potential Member is impacted by this revision.

**Territory (Removed from Definitions)**

The previous definition of Territory was overly limiting in that it referenced the geographic area in which the E-Comm radio system operates, which is currently only the Lower Mainland. E-Comm provides other services outside of the Lower Mainland, such as at its Southern Vancouver Island Emergency Communications Centre, and to regional districts throughout the Province. The definition of Territory is not necessary in the Agreement, particularly because the ECC Act precisely defines those organizations to which E-Comm can render services and the purposes for which it may operate – as the definition also potentially operates as a constraint, its removal is recommended.

**Section 1.6 – Recitals and Schedules**

For the reasons described above, Schedules D and E are removed as unnecessary and because, even if they are updated to present, they will again become out of date.

**Section 2.4 – Special Rights and Restrictions with Respect to Shares**

The language in section 2.4.2.5 is revised for consistency with the heading of section 4.2 and the similar reference in subsection 2.5.1.3.



### **Section 3 – Members and Issue of Shares**

References to Specified Potential Members and to Schedule E have been removed, for the reasons set out above. Neither is necessary and there is no substantive change to how section 3 of the Agreement operates.

### **Section 4.10 – Board Duties**

4.10.1 – For greater clarity, language in section 4.10.1 has been revised to clarify that the User Committee is entitled to advise on the selection of the President, but that the terms and conditions of the employment of the President are within the Board’s authority exclusively.

4.10.11 – For greater clarity, this language has been revised to clarify that the Board is required to approve all borrowings of the Company, whether those are within or outside of Authorized Operating or Capital Budgets.

### **Section 7.2 – Financial Statements**

The opening sentence of section 7.2 has been revised to allow for other modes of delivery of financial statements to Members rather than “delivery”, such as by website posting or electronic distribution, by changing the language which requires the President to “deliver” such statements to Members and the Board to state that these must be “made available”.

With the passage of time it has not been the Company’s historical practice, nor is it a customary requirement, to provide Members with quarterly financial statements. The proposed revisions to subsection 7.2.1 would require Management to provide such statements upon request, once they become available, rather than impose an obligation to deliver them within 70 days of quarter year-end.

### **Sections 7.3 – Authorized Operating Budget and 7.4 – Authorized Capital Budget**

For greater clarity, in both sections 7.3.1 and 7.4.1, it is made clear to whom the User Committee would provide its advice on either the Authorized Operating or Authorized Capital Budgets (by expressly mentioning both the President and the Board).

### **Section 8.1 – General Requirements of Funding**

To modernize this section and reflect the potential sources of funding of the Company’s activities beyond funding provided by Members, Special Users and Paying Members, references have been added to this section to describe other potential funding sources which would be taken into account in addition to levies or rates assessed to Members. This provision as adjusted nevertheless remains consistent with the similar obligation contained in the ECC Act.

It is proposed that the current final sentence of this subsection, which states: “Notwithstanding the foregoing, it is understood that the Provincial Government will be billed directly by the RCMP for all police related services provided under the Policing Agreement” be removed. As neither the province nor the RCMP is a Member, nor a party to the Members’ Agreement, this sentence seems ill-placed and unnecessary, as what those two organizations determine as to billing as between themselves would seem most appropriately left outside of the Agreement.

### **Section 8.3 – Obligation to Pay**

Similarly, section 8.3.2 currently refers to a commitment by Members who are receiving policing services through the RCMP to pay to the RCMP amounts charged by the RCMP for E-Comm’s Company Services. Again, to modernize the

Agreement those references would seem best left outside of an Agreement to which the RCMP is not a party and given that such arrangements may change over time – it is therefore recommended section 8.3.2 be removed.

#### **Section 8.4 – Appropriation for Provincial Government**

It is recommended that Section 8.4, which provides that any obligation of the Provincial government to pay money under the Agreement is subject to the appropriation being made available in the Provincial Government's fiscal year, be removed as unnecessary. The Agreement imposes no financial obligation on the Provincial Government nor is the Province a Member or a party to the Agreement.

#### **Section 14.6 – Entire Agreement**

To improve clarity, it is recommended that overly broad language in this boilerplate clause be removed as being at odds with other provisions in the Agreement and so as to reflect the fact that the Agreement can be amended by resolution of the Members in accordance with other express terms in the Agreement.

### **ARTICLES OF THE COMPANY**

For the reasons stated above, it is recommended that the definition of Territory be removed from the Articles as unnecessary and potentially unduly restrictive.

## **PROPOSED GOVERNANCE IMPROVEMENT CHANGES**

Proposed changes to the Members' Agreement which are characterized as governance improvements are shown in the redlined version of the Agreement (accessible at Item 6) and described and explained below.

### **THE MEMBERS' AGREEMENT**

#### **Section 2.1 – Purpose of the Company**

It is proposed that the provision which sets out the Purpose of the Company be amended to make it fully consistent with the definition of Purpose in the *Emergency Communications Corporations Act* (the "ECC Act" or "Act"). That Act sets out what E-Comm, as an emergency communications corporation under that Act, may have as its primary and additional purposes, however, the current definition in section 2.5 differs in two respects:

- It does not include "emergency services agencies" as one of the categories of organizations to which E-Comm may render services;
- It adds the language "all in the interests of civic improvement and for the benefit of the public residing within the Territory" which does not appear in the Act.

It is recommended that the definition be amended to align fully with the definition set out in the Act by including reference to emergency service agencies, and by deleting the potentially narrowing language with respect to the territorial limitations and civic improvement interests, which limitations are not set out in the Act.

Together with the change described below under Articles of the Company – Article 25, this matter is the Second Proposal to be put forward to the Special Meeting – item number 2 in the form of Proxy.

**Explanation:** These changes, while minor in nature, are recommended so that the Company's definition is consistent with, and no more narrow than the definition of Purpose prescribed by the Act.

#### **Section 2.5 – Votes by Members on Extraordinary Items**

##### **Subsection 2.5.1**

A change to reduce the threshold for certain extraordinary matters which require Member approval from 75% of the votes attached to all shares to 2/3 of votes cast by Members is proposed.

**Explanation:** The current approval requirement is unusually high, particularly as it stipulates that the approval threshold is calculated based on shares outstanding rather than votes cast, which is not only not customary but also practically very problematic. This has particularly come into focus because the current special majority requirement applies with respect to the proposal to provide for a Vancouver Island representative on the Board of Directors as well as any change to E-Comm's Purpose – both of which will be proposed to the June Special Meeting. The current provision is considered an impediment to future governance changes, as these could be defeated if only a small number of Member organizations fail to vote on a matter. The proposed change would still require a significant majority of Members to support an extraordinary matter. No one Member would be negatively impacted by this proposed change, and with this change engaged Members who are interested in a given matter are better able to influence a vote outcome.

### Subsections 2.5.2, 2.5.3 and 2.5.4

Each of these subsections currently require that certain proposals, namely, for:

- (a) A cost sharing formula for New Services in an area (2.5.2);
- (b) A change to the Cost Sharing Formula (2.5.3); and
- (c) Borrowings in excess of the Authorized Operating or Capital Budgets (2.5.4);

require the approval by a vote of not less than 2/3 the shares held by Members potentially impacted.

The proposed change would adjust the approval threshold from 2/3 of shares *held* by Members potentially impacted to 2/3 of the votes *cast* by Members potentially impacted.

**Explanation:** As stated above, it is highly unusual for special majority or majority voting thresholds to be calculated based on votes eligible to be voted rather than votes cast. The current approval thresholds allow disinterested Shareholders to thwart a proposal and are impractical and costly to administer. The proposed change still requires a significant majority of Member support and allows engaged Members interested in a given matter to have greater influence on a vote outcome.

### Section 4.2 – Designation and Election of Directors

It is proposed that a new paragraph 4.2.4 be added which would provide that the group including the Capital Regional District and those Vancouver Island police agencies which utilize E-Comm's police call-taking and dispatch services be entitled to appoint a Director to the E-Comm Board.

The proposed new paragraph, which would be placed in the listing of organizations entitled to appoint Board members in section 4.2, would read:

"4.2.4 The Group comprised of: the Capital Regional District and those Vancouver Island police agencies, including any RCMP detachment, to which the Company provides police dispatching services, shall be entitled to designate one individual to act as director."

This is the First Proposal to be voted upon at the Special Meeting – item number 1 in the form of Proxy.

**Explanation:** At present, section 4 of the Agreement which sets out which organizations are entitled to appoint Board members does not allow for any Director to be appointed by the Company's new stakeholder group, the Capital Regional District and the Vancouver Island police agencies which utilize E-Comm's police call-taking and dispatch services. As detailed in the Overview – What Changes are Proposed to the Members' Agreement – Item 3 of this Information Circular, in the description of the First Proposal, the Capital Regional District and the Southern Vancouver Island partner agencies have made a significant investment in and commitment to E-Comm. The establishment of the E-Comm Southern Vancouver Island Emergency Communications Centre is an important milestone in E-Comm's growth and development. E-Comm's Board and Management consider this additional representative to the Board to be in order and in all Shareholders, and the Company's, best interests.

### Section 4.10 – Board Duties

Certain changes are proposed to the section setting out the Board's duties to better reflect the organization's current size and scope:

#### Subsection 4.10.2

It is proposed that the section, which currently requires the Board to approve all contracts which require payments by the Company of more than \$500,000 or which are outside the Authorized Operating Budget, be removed.

**Explanation:** The current contract language which limits the Board's authority is considered an unnecessary limitation on the Board's authority by the Shareholders, given the maturity and size of the organization and the demonstrated sophistication of the Board of Directors. The Board is responsible for oversight of the affairs of the organization and has fiduciary duties to carry out its responsibilities in the interests of all Shareholders, conscientiously and with a duty of care. It is not customary, in an organization of E-Comm's current size and maturity, for the shareholders to prescribe how the directors will supervise the affairs of the company such as is done in this subsection. The Directors are legally responsible for oversight of the Company's activities including its financial affairs and in carrying out its responsibilities the Board places appropriate limits on the authority of Management – this delegation of authority by the Board is considered best left as an internal governance matter as between the Board and Management.

#### **Subsections 4.10.6 and 4.10.9**

It is proposed that subsection 4.10.6 which requires the Board to approve the base headcount for the Company and authorize any changes, and subsection 4.10.9, which requires the Board to approve all contracts under which the Company renders services to non-Members, be removed.

**Explanation:** The current requirements for Board approval of any change to overall headcount (4.10.6) and all contracts for services by the Company to persons who are not Members are also considered unreasonable limitations on the Board's authority, for the same reasons as described above. The Board supervises staffing matters and the provision of services to non-Members in the course of its oversight of the business and affairs of the Company and its oversight of Management's activities.

#### **Section 4.11 – Approvals by the Board**

Section 4.11 sets out certain matters which require a voting approval of a 2/3 majority, rather than a simple majority, of Directors.

Subsection 4.11.2 currently stipulates that the issue of Class A Shares to additional Members requires such a special approval. It is proposed that this subsection be removed.

**Explanation:** How shares are to be issued to additional Members of the Company is carefully and well set out in Section 3.6 of the Agreement. The further requirement for a special majority of the Board of Directors is considered unnecessary and inconsistent with the comprehensive terms of section 3.6.

#### **Section 4.12 – Referral to Class A Members**

Section 4.12 allows a group comprised of not less than 30% of the Board of Directors to require that any matter be presented to Class A Members for their approval and determination. It is recommended that section 4.12 be removed.

**Explanation:** Section 4.12 is an example of a provision which may have been logical in the early stages of the Company's development when founding shareholders expected significant influence over Company decisions while the Company was in its early stages. Given the current size and sophistication of the Company, and the extent of the Shareholder base which has since broadened significantly, the provisions of section 4.12 are not considered necessary or consistent with best governance practices which distinguish clearly between matters on which shareholders have voting entitlements and matters which are within the Board's authority.

#### **Section 6.1 – Service Committees**

Section 6.1.4 specifies that either the chair or vice-chair of each Service Committee shall be a representative of an organization which not only utilizes the radio system but also receives dispatch services from E-Comm. It is recommended that this requirement be removed as a Members' Agreement obligation, but rather that each Service Committee would be free to establish such a protocol in its discretion.

**Explanation:** As the User Committee’s mandate does not extend to dispatch services, this provision is somewhat illogical and potentially makes subsequent governance changes (such as to include dispatch services agencies within E-Comm’s governance model) less logical. The Service Committees could still choose to adopt this protocol in its discretion or under its terms of reference, if there is no other like forum for clients of dispatch services. This is a minor change but one which removes what might prove to be an inconsistency with future governance changes.

### Section 10.1 – Winding Up or Dissolution

A change to section 10.1 to lower the voting approval threshold for a winding-up or dissolution of the Company to 2/3 of the votes cast by all Members rather than 2/3 of all outstanding shares is proposed.

**Explanation:** A change to the voting approval threshold on winding up or dissolution is proposed for the same reasons as, and for consistency with, the proposed changes to 2.5.1.

### Section 14.3 – Amendments

A change to section 14.3 to calculate the voting approval threshold for amendments to the Agreement (except for extraordinary matters and other matters expressly requiring a greater level of support) from 50% or more of the outstanding Class A shares to a simple majority (50% or more of votes cast on a matter) is recommended.

**Explanation:** Consistent with the changes proposed to 2.5.1 and 10.1, it is proposed that the requirement for a simple majority of the Members be calculated on votes cast rather than votes outstanding.

## **ARTICLES OF THE COMPANY**

### Article 11 – Votes by Members

#### **Article 11.1**

It is proposed that Article 11.1, which currently states:

“11.1 The majority of votes required to pass a special resolution at a meeting of shareholders is not less than 75% of the votes cast on the resolution.”;

be revised by deleting “75%” and substituting “2/3”.

**Explanation:** Under the Business Corporations Act, companies may choose the voting approval required for matters requiring approval by special resolution, within the range of 2/3 of vote cast by shareholders to 3/4 of votes cast by shareholders. Consistent with the reasons given above with respect to an appropriate special Shareholder voting threshold given E-Comm’s current size and maturity, it is proposed that section 11.1 be revised to stipulate that a special resolution requires support of 2/3 of votes cast.

#### **Article 11.9**

Article 11.9(a) provides that amendments to certain Articles (3.3, 3.4, 3.5, 12.1, 13.6, 19.1 or 25.1), as well as any winding-up or dissolution of the Company, or any other matter on which the Members’ Agreement requires approval by 75% of the votes attached to the shares held by all Members, requires approval by a majority of not less than 75% of the votes attached to the Class A and Class B Shares.

Article 11.9(b) provides that matters on which the Members’ Agreement requires approval by a vote of not less than 2/3 of the votes attached to all shares held by all of the Members shall similarly require approval by a majority of not less than 2/3 of the votes attached to all Class A and Class B Shares.

It is proposed that Article 11.9 be revised to be consistent with the proposed changes to the Members' Agreement which would set the special voting threshold as a 2/3, rather than a 75% majority, calculated on votes cast rather than shares outstanding.

**Explanation:** Consistent with, and assuming approval of, the proposed changes to the Members' Agreement which would reduce the requirement for extraordinary matter voting from 75% of votes outstanding to 2/3 votes cast, it is proposed that the language referencing the higher voting requirement in Article 11.9 (a) be removed as redundant, and that Article 11.9 (b) be revised to designate the 2/3 majority as being tallied on votes cast rather than votes outstanding, again, consistent with the proposed amendments to the special majority voting thresholds in the Members' Agreement.

#### Article 25 - Restrictions

Article 25.1 restricts the Company from carrying on any business other than the primary and additional purposes which are set out in the Emergency Communications Corporations Act, but the restriction is not completely aligned with the language of the Act nor the definition of Purpose in the Members' Agreement because:

- (a) it contains the potentially restrictive language that the provision of all services must be "all in the interests of civic improvement and for the benefit of the public residing within the territory in which the Company operates"; and
- (b) it fails to reference the potential for a broadening of the authorized activities by regulation under the Act (in this respect it differs from the definition of Purpose in the Members' Agreement).

Together with the change described above, under Members' Agreement – Section 2.1 – Purpose of the Company, this matter is the Second Proposal to be put forward to the Special Meeting – item number 2 in the form of Proxy.

**Explanation:** It is proposed that the language described in (a) above be removed, as it does not align with the Act's language and is potentially restrictive, and that the language: "and any other purpose prescribed by regulation under the ECC Act for the Company from time to time" be added, to allow for other authorized activities pursuant to any such regulation without requiring that the Articles be amended.

These changes, while minor in nature, are recommended so that the Company's definition is no more narrow than, and potentially as expansive as, the definition of Purpose prescribed by the Act. This change would also bring the Members' Agreement provisions as to Purpose in alignment with the Articles.

**LINK TO REDLINED VERSION OF MEMBERS' AGREEMENT**

Please use the following link to access the redlined version of the Members' Agreement should you wish to review all proposed revisions:

<https://www.ecomm911.ca/membersportal/>



## **ANTICIPATED QUESTIONS AND ANSWERS**

### **Who is entitled to cast a Member's vote at the Special Meeting?**

Who is entitled to cast a given Member's vote on behalf of the Member, either in person at the Meeting or by proxy, depends on the internal governance structure and delegations of authority of each organization, and as such it is not a matter on which E-Comm can advise.

In many cases we expect that the Director representing a given organization will have or be given the authority of that organization to cast the organization's vote.

In other communities or organizations we expect the senior administrative official, or his or her delegate, would have the authority of their community or organization to cast votes on its behalf, particularly because none of the amendments imposes any financial obligation, nor detrimentally affects any community or organization and because they will have the further assurance that their Director representative supports the amendments.

There may be certain communities which consider these proposals matters which should be brought forward to council of their local government. In those cases we hope that councils will consider the recommendations of the E-Comm Board and their individual Director representative.

### **How can we obtain more information?**

We will be pleased to provide any Shareholder or Member with any additional information which they may require in order to determine how it wishes to vote on the business coming before the Special Meeting. Please direct any enquiries to:

Sandra MacKay, Corporate Secretary  
E-Comm Emergency Communications for British Columbia Limited  
[Sandra.Mackay@ecomm911.ca](mailto:Sandra.Mackay@ecomm911.ca)  
Cell: (604) 218 6851

### **Why was an Extraordinary or Special General Meeting called?**

Under the Company's Articles, any business to be transacted at a meeting of Shareholders other than regular annual general meeting business is considered "special business" and any meeting of Shareholders other than the annual general meeting is deemed to be an "extraordinary" general meeting. As the proposals being put to Shareholders are not regular annual general meeting matters, the business of the meeting is considered "special" and the meeting to consider the proposals is an "extraordinary" or "special" general meeting.

### **Why are we being asked to vote by proxy?**

In order for the First and Second Proposals to be passed, a very high threshold of Shareholder approval is required – Shareholders holding not less than 75% of all outstanding shares (Class A and Class B) must vote on and approve the proposals in order for them to pass. The Company is asking Shareholders to vote by proxy well in advance of the Meeting so that we are able to reach out to any Shareholder which has not yet voted to ensure that they do so, or

intend to do so, in advance of or at the Meeting. A Member's representative may attend the Meeting in any event, even if a proxy has been submitted. A proxy may also be cancelled at any time before the day before the Meeting.

### **Why are some shares Class A and others Class B?**

Under the Members' Agreement, a Class A share may be issued to an organization which utilizes the E-Comm radio system for police, fire, ambulance or municipal services. The Class A Shareholders are the current users of the E-Comm radio system.

Class B shares are held by organizations which, dating back many years ago, indicated an intention of utilizing the E-Comm radio system at a future date.

At present, there are only two holders of Class B shares which are not also holders of Class A shares.

### **Why can Class B Shareholders only vote on the first two proposals?**

The Member's Agreement and Articles grant Class B Shareholders limited voting rights on specific matters only. Only the First Proposal and the Second Proposal are matters on which the Class B Shareholders have voting rights (as set out in Section 2.5 of the Members' Agreement and Article 11).

### **How do we know how many shares we hold?**

The Company will assume that all shares held by a given Shareholder are being voted in accordance with directions given in a submitted Proxy. For reference, a listing of all Shareholders of the Company, as at May 21, 2021, is below:

Shareholder	Class A	Class B
Abbotsford	1	0
Abbotsford Police Board	1	0
BCEHS	1	0
Belcarra	0	3
Burnaby	1	0
City of Delta	1	1
Coquitlam	2	1
Delta Police Board	1	0
Langley, City	1	0
Langley, Township	2	1
Lions Bay	1	0
Maple Ridge	1	2
Metro Vancouver	0	1
New Westminster	1	1
New Westminster Police Board	1	0

Shareholder	Class A	Class B
North Vancouver, City	2	1
North Vancouver, District	1	1
Pitt Meadows	1	2
Port Coquitlam	2	1
Port Moody	1	1
Port Moody Police Board	1	0
Richmond	2	1
Surrey	2	1
Transit Police Board	1	0
TransLink	1	0
Vancouver	1	1
Vancouver Police Board	1	0
West Vancouver	1	1
West Vancouver Police Board	1	0
White Rock	2	0

Via Email – c/o [ddyer@nwpolice.org](mailto:ddyer@nwpolice.org)

May 21, 2021

Chair Mayor Jonathan Coté and Board Members  
New Westminster Police Board  
555 Columbia Street  
New Westminster, BC V3L 1B2

Dear Chair Coté and Board Members,

**Re: Proposed changes to E-Comm's Members' Agreement  
Request for your support and completion of the enclosed Proxy form**

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It continues to be my pleasure to serve the New Westminster Police Board as your representative on the Board of Directors of E-Comm Emergency Communications for British Columbia Incorporated ("E-Comm").

At a special meeting (the "Special Meeting") of shareholders (members) on June 24, 2021, E-Comm will be seeking approval of its shareholders to amend the Members' Agreement:

- a) to allow the Capital Regional District, which built and owns the new E-Comm Southern Vancouver Island Emergency Communications Centre, and those police agencies which receive call taking and dispatch services from E-Comm through that centre, to appoint a director to the E-Comm Board; and
- b) to make other changes to the Members' Agreement which would: bring it up to date, better reflect the organization's maturity and size, and better position the organization to advance future governance changes and respond appropriately to potential changes in the organization's mandate.

As your representative director, I have participated in the Board discussions concerning the proposals to be put forward to the Special Meeting, and share the view of the E-Comm Board of Directors that these changes are in the organization's best interest and that no shareholder is prejudiced by the proposed changes.

As your representative on the E-Comm Board, I am kindly asking you to complete the attached Proxy and to vote in favour of the proposals. If you would like me to be your Proxyholder, you may simply add my name where shown.

Members of the New Westminster Police Board are welcome to attend the Special Meeting on June 24, 2021, however we would nevertheless ask that the Proxy be completed in advance of the Meeting so that we are able to ensure that we have the required number of shareholders casting votes at the Meeting.

If you would like to discuss the proposals, or wish further information, please don't hesitate to contact the Company's Corporate Secretary Sandra MacKay at [sandra.mackay@ecomm911.ca](mailto:sandra.mackay@ecomm911.ca). Sandra will assist me in making sure that you receive any further information which you may require.

Sincerely,



Mike Welte, Member, E-Comm Board of Directors  
[mikewelte@hubfire.com](mailto:mikewelte@hubfire.com)

**INSTRUCTIONS**

1. Every Member has the right to appoint some other person or company of their choice, who need not be a Member, to attend and act on their behalf at the meeting or any adjournment or postponement thereof. If you wish to appoint a person or company other than the persons whose names are printed below, please insert the name of your chosen proxyholder in the space provided (see below).
2. The shares represented by this proxy will be voted as directed by the Shareholder, however, if such direction is not made in respect of any matter, this proxy will be voted as recommended by the Board of Directors.
3. This proxy confers discretionary authority in respect of amendments or variations to matters identified in the Notice of Meeting or other matters that may properly come before the meeting or any adjournment or postponement thereof.

**APPOINTMENT OF PROXYHOLDER**

Please choose one of the two options below:

- ☐ The undersigned hereby appoints Sandra MacKay, Corporate Secretary of E-Comm Emergency Communications for British Columbia Incorporated, or failing her, Doug Campbell, Board Chair;

**OR**

- ☐ The undersigned hereby appoints (*insert name:*) \_\_\_\_\_

as the undersigned's proxy to attend, act, and vote on the undersigned's behalf at the Extraordinary (Special) General Meeting of the Members to be held on the 24<sup>th</sup> day of June, 2021 or at any adjournment or postponement thereof.

**VOTING**

***THE BOARD OF DIRECTORS RECOMMENDS A VOTE FOR IN RESPECT OF EACH PROPOSAL.***

***If the voting selections below are not completed, your proxy designate will vote in their discretion.***

**Class A and Class B Shareholders of the Company to vote:**

- |   |            |                |
|---|------------|----------------|
| <b>1. Approval of an amendment to the Members' Agreement to provide the E-Comm Southern Vancouver Island agencies with the right to appoint a Director;</b> | <b>For</b> | <b>Against</b> |
|---|------------|----------------|

To approve an amendment to section 4.2 of the Members' Agreement to include, as new section 4.2.4, the following provision:

"4.2.4 The group comprised of: the Capital Regional District and those Vancouver Island police agencies, including any RCMP detachment, to which the Company provides police dispatching services, shall be entitled to designate one individual to act as director.";

☐☐

and, as consequential amendments, by adding reference to section 4.2.4 in sections 4.2.6, 4.2.7 and 4.3.

- |  |            |                |
|--|------------|----------------|
| <b>2. Approval of an amendment to the Company's Purpose, as set out in Section 2.1 of the Members' Agreement, and in the definition of permitted activities in Article 25 of the Company's Articles;</b> | <b>For</b> | <b>Against</b> |
|--|------------|----------------|

To approve an amendment to section 2.1 of the Members' Agreement and Article 25 of the Company's Articles as described in the information circular accompanying the Notice of the Extraordinary (Special) General Meeting, in order to make the language setting out the Company's Purpose and its permitted activities fully consistent with the language of the *Emergency Communications Corporations Act*.

☐☐

**Class A Shareholders of the Company to vote:**

- 3. Approval of additional amendments to the Members' Agreement and the Articles of the Company, including, but not limited to, amendments to lower the special majority voting threshold for approval of extraordinary matters by the Members from 75% of shares outstanding to 2/3 of votes cast;**

**For**

Against

To approve those further amendments to the Members' Agreement and the Articles of the Company (other than those described at 1 and 2 above) which are proposed and described in the information circular accompanying the Notice of Extraordinary (Special) General Meeting.

☐☐

**DATED** this \_\_\_\_\_ day of \_\_\_\_\_, 2021

\_\_\_\_\_  
Name of Member *(Municipality/Organization)*

\_\_\_\_\_  
Signature of Authorized Representative

\_\_\_\_\_  
**Print** Name and Title

**DEADLINE**

Submitted proxies must be signed and delivered by 10:00 a.m. on June 22, 2021 to [krystal.boros@ecomm911.ca](mailto:krystal.boros@ecomm911.ca) or by hand or mail to E-Comm Emergency Communications for British Columbia Incorporated, 3301 East Pender Street, Vancouver, B.C. V3K 5J3.

*This Proxy may be revoked by instrument in writing delivered to the registered office of E-Comm prior to the date of the Meeting, or delivered to the Chair of the Meeting on the date of the Meeting prior to any vote being cast utilizing the Proxy.*



Ref: 618989

May 14, 2021

His Worship Henry Braun, Mayor of Abbotsford, Chair, Abbotsford Police Board  
His Worship Ryan Windsor, Mayor of Central Saanich, Chair, Central Saanich Police Board  
His Worship George Harvie, Mayor of Delta, Chair, Delta Police Board  
His Worship John Dooley, Mayor of Nelson, Chair, Nelson Police Board  
His Worship Jonathan Cote, Mayor of New Westminster, Chair, New Westminster Police Board  
His Worship Kevin Murdoch, Mayor of Oak Bay, Chair, Oak Bay Police Board  
His Worship Rob Vagramov, Mayor of Port Moody, Chair, Port Moody Police Board  
His Worship Fred Haynes, Mayor of Saanich, Chair, Saanich Police Board  
His Worship Doug McCallum, Mayor of Surrey, Chair, Surrey Police Board  
His Worship Kennedy Stewart, Mayor of Vancouver, Chair, Vancouver Police Board  
Her Worship Lisa Helps, Mayor of Victoria, Co-chair, Victoria Police Board  
Her Worship Barb Desjardins, Mayor of Esquimalt, Deputy Co-chair, Victoria Police Board  
Her Worship Mary-Ann Booth, Mayor of West Vancouver, Chair, West Vancouver Police Board  
Sara Levine, Chair, SCBCTA Police Services Board

Dear Mayors and Chairs:

I am writing to provide an update on the work Policing and Security Branch and the Ministry of Advanced Education and Skills Training (AEST) have been advancing with the Justice Institute of British Columbia (JIBC) to improve business practices and ensure a high-quality service delivery model at the Police Academy (PA).

As you are aware, the JIBC PA has communicated budget issues since 2017 and PSB and AEST have historically offset any deficits. Prior to implementing any long-term solutions to address these issues, PSB and AEST needed to understand the actual costs of recruit training. In the Fall of 2020, an external consultant was hired to deliver a report to determine how the annual delegation from the Ministry of Public Safety and Solicitor General (PSSG) is being spent, the actual costs of recruit training, and what is driving the deficit at the PA. I am pleased to advise that this report has been completed and is attached for your reference.

.../2

The enclosed financial analysis explains that the funding model at the PA is not sustainable due to an ongoing structural deficit, rather than a one-time financial pressure. The report also makes recommendations to balance the PA budget, including managing expenditure within the available funding and finding additional funding sources or a combination of the two approaches.

Policing in the province is a shared responsibility and one component of providing policing in a municipality is to ensure police officers receive suitable training that is funded appropriately and equitably by all stakeholders. As part of the work to address the recommendations in the report, including finding additional funding sources, municipalities will be required to contribute to the costs of recruit training at the JIBC PA in upcoming years, following a transition period. This approach (contributing to the costs of recruit training) is consistent with the funding model for RCMP-policed municipalities in the province.

As you know, PSB currently provides the JIBC PA with \$1.995 million annually to support the delivery of the recruit training program. PSB will continue to provide this amount to the JIBC PA as contributions from municipalities are also incorporated into the funding framework. PSB's grant will also cover the costs of training recruits from the Stl'atl'imx Tribal Police Service to help support adequate and effective policing in First Nations communities.

Recognizing that many municipalities are facing fiscal pressures as a result of COVID-19 and will have to integrate these costs into their upcoming budgets, the new funding formula is anticipated to be implemented in April 2024 for those departments that currently send recruits to the JIBC PA. It should be noted that due to the unique and unprecedented nature of the City of Surrey's police model transition, as an exception, Surrey will begin contributing to the costs of recruit training as soon as the Surrey Police Service sends new recruits to the PA. The cost recovery model will be similar to the approach in place with the Metro Vancouver Transit Police and will require municipalities to pay per recruit (approximately \$30,670, offset by tuition). It is expected that with the current tuition amount of \$11,575, municipalities will be contributing approximately \$19,095 per recruit. It is anticipated that further discussions regarding tuition increases will be led by the JIBC in the coming weeks.

As the JIBC PA finalizes the work on the improvements to the curriculum, the dedication of the Steering Committee members has ensured that stakeholders will be contributing to a high-quality program that meets the needs of communities in B.C. I believe this will also be an opportunity to examine and consider the roles of the BC Association of Municipal Chiefs of Police and the BC Association of Police Boards (BCAPB) in relation to governance, including influencing and enacting policies and decisions, developing strategies, and finding collaborative solutions to any issues in the future.

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I appreciate there will need to be further discussions surrounding the details and timing of the implementation of this approach and look forward to sharing more information at the upcoming BCAPB general meeting on May 28, 2021, where the external consultant will be available to provide additional context and answer any questions about the attached analysis. PSB will also be providing the BCAMCP with the report and setting up meetings with Chief Constables.

Regards,



Wayne Rideout  
Assistant Deputy Minister  
And Director of Police Services  
Policing and Security Branch

Enclosure: Financial Review of the Police Academy at the Justice Institute of British Columbia

pc: Rebecca Barley, Chair, Stl'atl'imx Tribal Police Services Board





Management Consulting | Financial Management | Business Review

**Financial Review  
of the Police Academy  
at the Justice Institute of British Columbia**

**Review Period Sept to Dec 2020**

**Updated Final Report**

**April 19th, 2021**

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## **Executive Summary**

We have carried out a high-level review of the last ten years' financial results of the Police Academy at the Justice Institute of BC.

The Police Academy delivers provincially approved basic training to all new municipal police recruits and advanced training for police officers serving in municipal departments.

Since 2017 the Police Academy has been projecting an operating deficit requiring several years of one-time funding awards to balance the budget.

Policing and recruit training requirements have changed throughout the period under review and continue to do so. The award-winning police recruit training program had a significant curriculum update in 2016 which provided an increased level of applied learning and scenario-based training. A further update is expected to be introduced in 2021.

The number of recruits trained, and the total cost of the program have doubled over the ten-year period. The funding framework was working effectively in the first six years, but its design has not kept up with the cost of servicing increased demand, an updated and more expensive curriculum and rising costs.

It is clear from the PA program's financial results since 2017 that a structural deficit has emerged rather than a one-time financial challenge. This will worsen with the anticipated addition of Surrey Police Department and the related impact on recruit training demand from other police departments.

There have been a number of consulting reviews undertaken over the last four years to attempt to identify the causes of the deficit and recommend solutions. They have identified similar themes but have so far failed to provide a compelling case for the changes that are needed. This report aspires to achieve that goal.

In section 12 of the report on pages 29 to 34, we have identified the order of magnitude of each of the immediate financial challenges facing the PA and provided a range of options that could be explored to address the financial challenges and design a new funding framework that will provide a sustainable business model for the Police Academy. We have also suggested how a transition plan might be implemented.

## **Detailed Report**

### **Introduction**

The BC Government, through the Ministry of Advanced Education and Skills Training (AEST) and the Policing & Security Branch of the Ministry of Public Safety and Solicitor General (PSB) contracted Peter Lockie of Inverleith Consulting Inc. to carry out a financial review of the Justice Institute of BC's (JIBC) Police Academy (PA).

PSB has legislative oversight for municipal police recruit training and provides an annual grant through a delegation letter of approximately \$1.9 million to the PA for the delivery of recruit training and to support four core advanced training courses. The remaining costs for recruit training are primarily covered through tuition fees, contract revenues and in-kind donations made by police agencies.

The JIBC falls under the authority of AEST and receives funding from it through an annual operating grant and separate grants for major and routine capital expenditures.

Since Fall 2017, the PA has been projecting budget deficits for the police recruit training program and has advised the BC Government that the annual delegation from PSB is insufficient to cover the full costs of program delivery. The PA has identified the causes of this as increased demand for recruit training, increased cost related to curriculum changes made in 2016 and rising costs.

Government has responded by working closely with the JIBC and PA leadership with the goal of addressing the immediate financial challenges related to recruit training and supporting the development of a sustainable business model going forward. Increasing levels of one-time funding have been provided since 2017/18 to offset forecast operating deficits.

The BC Government has initiated this financial review to determine how the delegation amount is currently being spent, the actual cost of recruit training and what is driving the deficit at the PA. The outcome of the financial review will inform decisions regarding how the Province and the JIBC will address the PA's financial situation, deficit and future operating and capital expenses.

Section 40 of the *Police Act* states that the Minister must designate a Director of Police Services who is responsible for superintending policing and law enforcement functions in British Columbia including, among other things, establishing standards respecting the training of persons to become officers.

The JIBC is mandated as the Police Academy for BC and delivers provincially approved basic training to all new municipal police recruits and advanced training for police officers serving in municipal departments.

An overarching Memorandum of Understanding (MoU) respecting the delivery of core recruit and core advanced training at the PA exists between the JIBC, PSB and the British Columbia Association of Municipal Chiefs of Police (BCAMCP).

Both PSB and AEST provide funding to the JIBC with associated accountability requirements. PSB's annual delegation is in support of the MoU which governs the general terms of the agreement between the parties and requires the JIBC to provide a Police Training Plan including detailed budget information and quarterly operational reporting on key performance measures.

AEST requires the JIBC to operate within an annual balanced or surplus financial position with updated quarterly reports and forecasts.

The PA operates as a separate division within the JIBC's School of Criminal Justice and Security.

## **Review Methodology**

The review included a **review and analysis of key documentation** including the MoU, annual delegation letters and financial reports, quarterly operational reports, previous consulting reviews and other documentation related to the review objectives.

**Interviews** were carried out with senior staff in PSB, AEST, JIBC and the PA.

Further details of both of the above are included in Appendix 1 to the report.

Throughout all of this work, it became clear that all of these organizations have dedicated staff teams who consistently displayed a strong interest, engagement and support for the review objectives.

The following detailed report is structured in line with the Statement of Work included in the service contract between the BC Government and Inverleith Consulting Inc. - see Appendix 1.

## **1. Ten Year Financial Results**

Appendix 2 shows a summary of the financial results of the PA for the ten years ended 31st March 2020.

This information has been provided by the PA to PSB and the Police Academy Chiefs Committee (PACC) over the years. The PACC is currently co-chaired by the Executive Director of PSB and a representative from the BCAMCP with its membership including seven independent Municipal Chiefs of Police and the PA Director.

Under the MoU, the PACC is responsible for reviewing the PA's annual financial plan, budget reports and implementation strategies and identifying issues to be addressed.

Under the financial responsibility section:

1. The Province agrees to pay the JIBC an annually determined delegation in equal monthly installments.
2. The JIBC agrees to provide quarterly reports detailing lists of courses, training undertaken and associated financial reports.
3. The PACC and PSB will discuss all quarterly and annual financial reports relating to the agreement and engage JIBC and PSB finance executives in the review and analysis of financial performance.
4. PSB and JIBC finance executives will engage appropriate AEST representatives with respect to issues within their purview.
5. The JIBC agrees to provide at minimum a 3-year capital and operating plan, developed in consultation with police departments.

We reviewed the annual PACC reports as well as a sample of quarterly reports. Quarterly reports are produced and reviewed at PACC and we were told that they have been improved over time in response to members' requests.

Advanced Training is a small part of the overall PA programming and is reducing over time as larger police departments are increasingly doing much of their own advanced training. There is no standard curriculum for advanced training - four core courses are

tuition free with all of the rest charging tuition to offset their cost. This review focuses on recruit training.

Our review and analysis of the ten-year results, findings and related recommendations are included in the following sections of the detailed report.

## **2. Recruit Capacity**

The PA doesn't have a fixed annual recruit capacity and has a successful history of responding to annual demand, including demand surges.

It believes that its primary constraint is *funding* and that *human resources*, including instructors and administrative staff and *facilities*, including access to classrooms, scenario training and gym space and gun range bays and gun lockers can be obtained to meet surges in demand.

There are some program specific elements – gun range bays and gun lockers and driving training components where creative solutions will need to be found to manage surges in demand, but the PA has determined that this is achievable.

Multi-year planning has been almost non-existent at the PA because the police departments themselves operate in a short-term planning manner providing their upcoming annual forecast of projected recruit training needs to the PA. They are subject to annual budget processes and approvals from their respective municipality; however, municipalities do prepare rolling five-year budget plans which could provide some assistance to support longer term planning.

In March 2020, the JIBC sent a letter to all Chiefs of Police stating that there would be a new ongoing requirement for a more stringent recruit demand planning process, including the submission of a rolling 3-year demand forecast from all police departments and a final class confirmation requirement 20 business days ahead of a scheduled intake with a full tuition fee charge for any dropped seat after that date where it could not be filled from another police agency. We were told that this directive has become overtaken by the COVID-19 pandemic and is not yet in place.

Given the annual operating environment of police departments and municipalities, the PA is concerned about the quality of longer-term forecasts and believes that they are subject to sufficient uncertainty that they would be of limited value to them for planning purposes. They believe that although these improved business practices make sense,

they do not expect them to have a material financial impact on their financial results and they might lead to overly conservative planning from police departments.

Due to the nature of the employment commitment, recruit withdrawals ahead of a first block class starting are few and dropouts during the program are even fewer.

The PA 2020/21 budget and previous consulting reviews assume that there will be 132 recruit students annually in three cohorts of 48, 48 and 36. Classes are built based in increments of twelve due to number limitations on key training components, for example, shooting range bays of which there are twelve.

Cohort sizes have grown over the last few years in response to increased demand. The PA believes strongly that a cohort size of up to 48 recruits is the most cost-effective model to meet current demand and that the alternative option of having more blocks with a cohort size of 36 would be far more costly and create significant scheduling challenges.

As part of planning ahead for future demand, the PA has explored increasing its class size to 64 which is thought to be possible although it would require some reorganization of some current practices – implementation of this is on hold due to COVID-19.

The PA has confirmed that there has not been any substantial backlog or unmet demand over the last few years and believes that it has met substantially all demand to date.

The estimated total cost per recruit is included in section 5 of the report.

### **3. Operating Costs in a Normal Year**

The PA would say that there hasn't been a normal year recently and that they have been operating in a financially constrained way since 2016/17 based upon the funding provided to them. COVID-19 has undoubtedly had significant impacts on the recruit training program since March 2020, but this review is focused on the normal pre COVID-19 environment which is expected to return once the pandemic is over.

Program costing is not currently carried out at the JIBC for its non-academic programs including PA programs. The changing class size and numbers of blocks held in any particular year can make it challenging to assess overall activity level trends. Annual recruit training numbers in the last four years support the assumption that, taken together on average, these years are "normal" years for review purposes.



We sought the assistance of the JIBC's Director of Institutional Research to provide us with a standard measure of activity over the last ten years. We requested and obtained details of the full-time equivalent student numbers for both recruit training and all other PA enrolment.

AEST has a longstanding methodology for counting student FTEs in post-secondary institutions. The Student FTE Enrolment Reporting Manual describes the methodology to be used to count student enrolment in instructional activity with the intent of fostering accurate and consistent reporting.

Student FTEs represent all full-time and part-time enrolments, converted to represent the number of students carrying the equivalent of a full course load. The source of this data is AEST's Central Data Warehouse.

<b>Fiscal Year</b>	<b>Recruit Training Student FTEs</b>	<b>Other PA Training Student FTEs</b>	<b>Total Student FTEs</b>
2010/11	31	77	108
2011/12	75	77	152
2012/13	82	53	135
2013/14	55	45	100
2014/15	86	50	136
2015/16	83	45	128
2016/17	111	44	155
2017/18	110	51	161
2018/19	101	46	147
2019/20	155	43	198

The trend line over the ten-year period shows a significant increase in recruit training and a steady reduction of advanced training activity. We understand that demand for recruit training was lower following the 2010 Winter Olympics, where previous demand had been higher to build required capacity.

Following the above methodology, the program hours for recruit training now exceed the maximum FTE divisor for long duration programs – as a result, in 2019/20 the full recruit program generates 1.2 FTE per student. To put this into context, in 2019/20 the 155 recruit training student FTEs represents the equivalent of 130 recruits completing the program during the year.

### 3.1 Salaries and Benefits Cost - Instructors

	<b>Seconded Police Officers</b>	<b>In Kind Services (Serving Police Officers)</b>	<b>Sessional Instructors (Retired Police Officers)</b>
Recent Applicable Experience	Most current – sworn officers	Most current – sworn officers provided by Police Departments	Diminishing over time with practice being to only use them for the first five years post retirement except where specialist knowledge exists
Skillset	Competitive selection process usually based upon experience gained from in kind services	Specialist in the area to be trained in	Competitive selection process usually based upon experience gained from in kind services
Terms and Conditions	Secondment agreement between the PA and Police Department	Informal agreement with Police Departments	JIBC offer of employment signed by a VP, Human Resources delegate and the employee
Cost	Full salary and benefit costs based on a 40-hour work week paid at an Acting Sergeant rate (120% Constable rate). 2019/20 budgeted at \$165K each	No cost	August 2020 – hourly paid at \$63.87 per hour plus some benefits (budgeted at 15.75%) 2019/20 budgeted at \$975K, contractors budgeted at \$275K
Term	Three to four years with an option of a one-year extension	Short - duration of specialist training	Not specified – ongoing as required by PA

There are no standards for the instructional staff model - the optimum or ideal model desired by the PA is to have eleven seconded instructors supported by a lower number of sessional instructors. Recent years' practice has ranged from a low of three secondments to the six current secondments supported by a varying number of sessional instructors.

In the last few years where the deficit has become an annual financial challenge, the staffing mix has been driven by available funding as opposed to the desired staffing model.

We understand that the analysis in previous consulting reviews included an assessment of the total available hours proposed for instructional staffing to ensure that it was an efficient model.

Seconded instructors are more costly than sessional instructors but bring currency and contemporary experience to the program. Sessional instructors cost less but their currency and contemporary experience inevitably becomes dated over time, especially in changing areas of police practice. These retired officers are generally hired for up to five years after their retirement date and possibly beyond then if they have specific expertise that remains current.

Previous consulting reports have confirmed that the total cost of sessional instructors is substantially less than seconded instructors (approximately \$80K versus \$160K) and recommended that not less than 80% of the instructors at the PA be sworn officers seconded from police departments.

Supported by the PACC, the PA wishes to establish communities of practice within specialized training disciplines which would include two seconded instructors in each major discipline. This model is intended to improve the quality and maintain the currency of the program and its curriculum.

The PA Director believes that the current instructional staffing mix, which has six seconded instructors supported by sixteen sessional instructors and a number of contractors (serving police officers that work for the PA on their days off or vacation earning the standard sessional rate without benefits) is less than ideal to meet the stakeholder demands of the program.

He believes that in order to deliver quality recruit training that meets the needs of police departments and recruits, the PA should move to the optimum model identified above

which would also allow important work and projects not currently being carried out, such as establishing and maintaining communities of practice and updating curriculum, to be completed.

In kind resources represent serving police officers provided by police departments at no cost to the PA to deliver specific training needs. These are generally temporary short-term assignments of staff and training resources in support of training activities.

This practice has existed for many years and while it has the benefit of providing training at no cost, it has the drawback of not being fully manageable since emerging operational events can result in a withdrawn commitment and therefore can be a risk to the program. If the anticipated service is not provided, the position is backfilled with either a sessional instructor or a contractor. Previous consulting reports have estimated the cost savings from in kind services to be in the \$100K to \$200K range. The PA has confirmed that this estimate range is still the case.

### **3.2 Salaries and Benefits – Administration**

In addition to the PA Director, there are currently nine full time equivalent positions in administration. PA staff are employees of the JIBC and are paid according to their position classification. Benefit costs are budgeted at 24.5% for Fair Comparison (faculty equivalent) and BCGEU positions. Professional development is budgeted at different rates for each employee classification but has not always been capable of being used due to workload requirements.

The current operating staffing model and classification includes the following positions:

- Director (Exempt)
- Program Director (Exempt)
- Program Manager – Recruit Training (Fair Comparison)
- Program Manager – Advanced Training (Fair Comparison)
- Curriculum Program Manager (Fair Comparison)
- Instructional Designer (Fair Comparison)
- Supervisor, Administrative Services (0.5) (BCGEU)
- Accounts Clerk (0.5) (BCGEU)
- Two Program Representatives (BCGEU)
- Program Assistant (BCGEU)

The PA Director believes that this staffing model is insufficient to meet the growing demands of the program and that the following additional positions are required to achieve this:

Director (0.5) (Exempt)  
Deputy Director (Exempt)  
Program Planner/Coordinator (BCGEU)  
Financial Analyst/Budget Manager (0.5) (BCGEU)

JIBC's report presented to the PA Budget Working Group meeting at its meeting on September 28th, 2020 reiterated the rationale supporting each of these additional positions. The funding for the PA Director is discussed later in the report in sections 5 and 12.

### **3.3 Other Direct Expenses**

Instructional supplies for 2019/20 at \$279K includes ammunition at \$185K, Canadian Police Knowledge Network subscription of \$21K and various shooting range and safety clothing supplies.

Auxiliary space for 2019/20 at \$42K includes payments for third party locations including an abandoned school and an outdoor range where recruits experience scenario training.

Student activities for 2019/20 at \$36K includes graduation ceremonies, swimming pool access fees and other related costs.

### **3.4 Other Indirect Expenses**

Overhead charges are reviewed in section 9 of the report

Asset repairs and maintenance are separately reported by category for 2019/20 – vehicles \$27K, furniture and equipment \$16K and computer equipment \$6K.

Instructional support for 2019/20 at \$51K includes a charge for library services \$25K and legal periodicals \$15K.

#### **4. Funding Sources**

Total operating revenues have averaged \$4 million over the last four years.

The PA's primary ongoing funding sources during those four years have been as follows:

1. PSB's core delegation funding has historically been around \$1.975 million which is close to 50% of total revenue and has remained relatively flat.
2. Tuition fees from recruits which varies in line with recruit numbers in any given year averages \$1.3 million or 32% of total revenue
3. Contract revenue at 10% of total revenue includes fees from advanced training and payments from non-municipal employers such as the Metro Vancouver Transport Police, who pay a matching amount to the tuition paid by their recruits.
4. One-time funding from PSB and AEST averages \$300k or 7% of total revenue.

Provincial funding is generally tied to specific deliverables and has been carried forward in past years to match the cost of the specified activity – this is what generated past year surpluses where unused delegation funding was carried forward as deferred revenue and used to balance deficits in following years. This is further discussed in section 6 of the report.

PSB's annual delegation funding letter provides an annual contribution of approximately \$1.9 million to the PA for the delivery of recruit training and to support four core advanced training courses and some other activities identified in the delegation letter. The JIBC does not allocate this funding between recruit and advanced training.

The JIBC also receives an annual operating grant from AEST (2019/20 - \$13 million) in support of its operating and operating capital needs. Operating includes provincially funded programs and administration costs, including the cost of the PA Director, and other specific costs such as collective agreement increases and Medical Service Premiums/Employer Health Tax costs. Operating capital includes motor vehicles and computers.

AEST also funds Major Capital (individual projects costing more than \$5 million - with none being funded at present) and Routine Capital (an annual allocation to fund building maintenance, rehabilitation, upgrades and renovations - with \$775K provided in 2019/20).

The JIBC manages its AEST operating grant and capital funding centrally with associated revenues and expenses not being allocated directly to programs

All of the above sources of revenue are accounted for based upon generally accepted accounting practice which matches them with the related expenditure activity.

## **5. Expenditure Analysis and Areas of Concern/Comment**

Appendix 2 details the financial results for the ten years ended 31st March 2020.

Total annual operating costs have averaged \$4.2 million over the last four years following the 2016 curriculum changes (previous six years average \$2.8 million) – a 50% increase. Total student FTEs have averaged 165 over the last four years (previous six years average 127) - a 30% increase in activity.

Based on the last four years' total costs and total student FTEs, the total cost to deliver one student FTE has been \$25,558.

The four-year period reflects the cohort sizes included in the PA's 2020/21 budget and previous consulting reviews - around 132 recruit students annually in three cohorts of 48, 48 and 36. It also reflects a period of operating in a financially constrained manner.

As noted earlier in the report in section 3, program hours for recruit training now exceed the maximum FTE divisor for long duration programs - in 2019/20 the full recruit program generates 1.2 FTE per student. Based upon this standard, the total cost to deliver one recruit has been \$30,670.

Using \$30K as the estimated total cost of training a future recruit student is based upon actual experience albeit with the PA operating in a financially constrained manner. This cost would be higher after adding costs of the ideal model implementation and our assumption is that this increase would be offset by the economies of scale from larger numbers of future recruits.

The PA's principal costs are staffing costs with salaries and benefits amounting to 81% of total costs over the ten-year period with overhead allocation at 6% and instructional supplies at 5% being the next largest costs.

With salaries and benefits making up 81% of total operating costs, this is by far the biggest cost driver. The last four years' results show an increase in rate (seconded



police officer cost having increased at a faster rate than revenue) and volume (where recruit numbers have been higher than in the preceding six years) and the impact of the 2016 curriculum changes which added cost to the program.

The review of the results for the ten-year period identified a number of concerns and comments which are detailed below.

## **5.1 Management**

**Ability to plan is challenging** – planning for demand has historically taken a short-term perspective and not allowed the PA to look out over a few years and make longer term decisions and commitments. The cause of this was explained earlier in the report in section 2. Although bringing in a more rigorous multi-year planning process along the lines of the direction in the March 2020 letter to Chiefs of Police may not produce an immediate improvement, it would be a starting point to improve planning and a step in the right direction.

**Cost are rising faster than revenues** – there is no doubt that the major operating costs, for example police officer salaries and benefits and supplies of ammunition have risen at a faster rate than total revenue sources have. There is both a rate increase and a volume increase in these costs to meet the higher levels of activity arising from increased demand for recruit training. There is a need to recalibrate the funding model so that the two are better aligned.

**Constrained operations make it harder to assess the appropriateness of current operating costs** – the PA has been operating as far as it can within its available funding which has meant reducing operational costs in any way possible and is not a sustainable model for the future. This makes it harder to determine what level of additional resources are required to operate efficiently and effectively.

**Financial oversight of the PA is challenging** – with the PA receiving funding directly and indirectly from two Ministries, being located within a post-secondary institution and cost sharing some of its administrative services and reporting under an MoU to PSB, the JIBC and the BCAMCP, there are likely to be many differing perspectives on its financial accountability. The key accountability requirements from each organization are summarized in the introduction section of the report. Building a common understanding of the financial situation of the PA, charting a course towards a financially sustainable business model and making the necessary decisions to achieve that are the immediate challenges.

**Financial management within the PA is limited** – the PA does not have a dedicated financial support person and relies upon shared resource assistance from the JIBC. This is a weakness that has been identified in past reviews which have recommended adding resources to fill this role. We agree with this conclusion.

**PACC reports need further improvement** – recognizing that these reports have been improved over time, there are some further adjustments that could be made to the quarterly reports that would improve the ability for reviewers to better understand the financial results and ask appropriate informed questions.

Some immediate recommendations are to move seconded instructor costs (which are currently reported as indirect costs) to direct instructor costs, to include the cost of the PA Director, which is currently not included in the report into the indirect cost category and to include an activity performance measure such as student FTEs in the report.

**Business practices could be improved** – in the 2019/20 delegation letter, PSB recommends that that “the JIBC develop a three-year business plan and funding model that will address making the PA financially sustainable. The plan should include the establishment of a rational tuition increase schedule, optimizing class sizes and having maximum class sizes, managing the fluctuation of revenue and building in a contingency fund, using other methods to manage issues impacting cost such as penalties for last minute cadet cancellations, requiring three-year projections from police departments as well as continuing in kind contributions from police departments. As part of this document, the PA should develop a capital asset plan in collaboration with PACC to identify the projected purchase/replacement of training related equipment and include details of estimated cost.”

This recommendation is still a work in progress with the COVID-19 pandemic having contributed in part to delayed implementation, however, it is important that this work proceeds as soon as possible.

**Timing and content of delegation letters could be improved**– the PA believes that these can be vague and are often received late in the financial year. For the 2020/21 fiscal year, the delegation letter was provided on December 15th, 2020. PSB has advised the JIBC to continue to forecast and plan with the status quo amount (\$1.995 million).

**The JIBC delivers a balanced budget, the PA does not** – it is common within post-secondary institutions to have a variety of financial outcomes from different programs

which can be a result of how the institution allocates AEST's operating grant. The JIBC doesn't currently allocate its operating grant to programs. As long as the overall institution is in balance or surplus, it meets AEST's requirements. JIBC has reported operating surpluses on an overall basis for the last few years.

**Past allocation of PA surplus has sometimes been arbitrary** - in 2014/15, PSB directed that \$250K of the accumulated surplus was transferred to special funds for Police Board Training and Curriculum Development. This meant that these funds were not available to offset future operating deficits.

## 5.2 Revenue

**Tuition revenue is beyond the PA's control** – as identified earlier in the report, demand planning is short term and the resulting tuition fees are a direct outcome of numbers of recruit numbers so tuition revenue is also not fully under the control of the PA. Tuition fee rates are further discussed in section 12 of the report.

**Tuition allocation hasn't always been accurate** – under the JIBC's accounting policy, tuition fees are reported as revenue at the time training is provided with any fees received prior to the year end, where the course is delivered subsequent to the year end, being recorded as deferred revenue. Contract revenue follows the same principle.

In 2018/19 a tuition revenue error was identified by the JIBC that showed \$293K of tuition had been erroneously recognized in 2017/18 so tuition had been overstated in the earlier year and was now understated in 2018/19. A system change in 2015 had failed to accurately allocate tuition based on the accounting policy practice and undetected allocation errors had occurred since 2015/16. This issue was corrected going forward but its materiality and the fact that it was not identified through the quarterly reporting review process identifies a weakness in linking those reports with actual activity performance measures.

## 5.3 Expenses

**The 2016 curriculum changes exacerbated the financial situation** - rising costs from higher demand for recruit training and overall cost increases were already emerging as a financial challenge and the increased instruction costs arising from the 2016 curriculum changes simply made them worse.

**The general overhead charge needs to be validated and may increase** – section 9 of this report reviews the basis of the amount that the PA is charged for JIBC overheads. Once the rationale and calculation are reviewed, it is possible that this charge is increased in the future.

**Driver Education Centre charges are expected to increase** – the JIBC's Driver Education Centre at the Pitt Meadow campus is used to provide driver training for recruits. A recent review has identified that the associated charge is well below the actual cost so it is anticipated that the charge will increase in future years.

**In kind resources would benefit from being more formally managed** - it has historically been an essential feature of the PA delivery of recruit training, but it lacks structure and dependability. A more formalized arrangement would provide more structure and improve the PA's ability to plan. One option in formalizing the provision of in-kind resources could be a move to a payment for service model with the additional cost being built into a new funding framework although any significant change would require a stakeholder consultation process.

**Capital needs and accounting should be clarified** – it has been a feature of several years' delegation letters that the PA has been asked to develop a multi-year capital plan in collaboration with the PACC. Capital reinvestment over the last few years appears to have been more opportunistic than planned and the recent deficit challenges have exacerbated this situation.

The actual spending on capital reported in the PA's ten-year financial results only amounts to \$380K or \$38K on average per year. The PA has not had its own dedicated capital funding source, but it does have access to the JIBC's funding sources and ability to fund capital assets. Items that the JIBC has acquired for the PA but not reported as PA capital costs have included office equipment such as furniture and computers and laptops used by instructors. The JIBC has also invested some of its AEST annual Routine Capital funding to improve and expand classroom space. We have assumed that these practices will continue.

In 2019/20, additional one-time funding from the Province of \$800K aimed at offsetting a projected deficit was not fully required and late in the fiscal year \$157K of available funding was spent on capital reinvestment. This amount appears in the PACC report as a charge for the year, but generally accepted accounting practices would treat such an expenditure as chargeable over the useful lives of the assets so spreading the cost out over several years. Past practice has been to report the full capital expenditure amount

as a charge to the PA although the JIBC follows GAAP in its reporting of these transactions.

Previous consulting reviews identified a total capital funding request of \$2.6 million over a five-year cycle, implying an annual capital funding requirement of \$520K. That request had increased to \$3.3 million in the JIBC's August 2019 letter to PSB. A detailed listing of the requested items, is grouped as follows:

- *Major capital* of \$1,775K – including a tactical modular unit (\$800K), two driver simulators (\$800K) and a firearms simulator (\$175K).
- *Minor capital* of \$860K – including marked police vehicles (\$240K), driver training vehicles (\$140K), body cameras (\$201K), recruit tablets (\$144K), PRIME computers (\$40K) and other smaller items (\$95K).

A review of the major capital category found that these assets were not currently part of the PA infrastructure but more of an aspirational request to develop a simulation centre at the JIBC which could be used by the PA and a number of other programs and potentially external parties. This would require space at the JIBC which may not be readily available and a fuller review of the business case and stakeholder consultation.

A review of the minor capital category found that these assets were part of the current PA infrastructure, other than the recruit tablets which were also an aspirational request. Body cameras (\$201K) and police radios (\$20K) have been provided to the PA by suppliers at no cost to date although that could change in the future.

Previous consulting studies identified immediate needs of \$860K being the total minor capital request, however, since its submission there has been an investment in three new vehicles and some other smaller assets, and we have concluded that the immediate PA capital needs can be successfully dealt with going forward through an annual funding allocation.

On February 9th, 2021, in response to our request, an updated minor capital listing was prepared based upon replacing the purchased capital assets used in the current operating environment and assuming that items currently provided at no cost would continue to be - this showed a requirement for \$500K over a five-year cycle. This will need an ongoing replacement funding plan which is addressed in section 12.4 of the report.

**The PA Director cost is not reported as a PA cost** - the PA Director is not included as a cost of the PA in the PACC reports and there is a lack of clarity as to how this position is currently funded. One consulting report states that the position is funded through the AEST annual operating grant while past JIBC belief is that it was funded from its overall resources so as to keep the position independently positioned under its control rather than any other party.

For two years only, in 2016/17 and 2017/18 PSB provided an additional \$45K contribution to the PA Director's salary and benefits as part of their annual delegation – this appears to be the basis of the request for an additional 0.5 FTE funding for the Director in previous consulting reviews.

Regardless, this is a direct cost of the PA and should be reported as such so that PSB and the PACC have a full picture of the PA's total operational cost. The current annual cost is in the \$170K range.

**Seconded Instructors are reported as an indirect cost** – as a result of JIBC's internal practice of charging secondment agreement costs to indirect salaries, the cost of the seconded instructors is charged and reported as an indirect cost in the PACC reports. This doesn't help readers understand one of the key cost drivers of the PA and conflicts with the aims of the separation of direct and indirect costs that has recently been made at the request of PACC members. The PACC report should be adjusted to show these costs as instruction costs.

**Additional positions lack clarity for support** – while it is easy to understand the desire for an ideal model of staffing, it is harder to evaluate whether all of the requested positions are essential to meet stakeholder expectations. Might it be possible to operate without all of the requested positions and could they be prioritized and phased in alongside a new funding framework?

## **6. Cost Drivers and Depletion of the Surplus**

The JIBC's accounting practice is to maintain the financial integrity of each program by allowing them to retain their own surpluses and bear their own deficits. Once any surplus brought forward is depleted, this is no longer possible and the JIBC has to absorb those losses – exactly what happened with the PA in 2017/18 and 2018/19.

The principal cost drivers are identified and reviewed earlier in the report in section 5.

The surplus was effectively the carry forward of revenue not required that year to fund operations - it arose from years when enrolment was low, and costs were reduced while government funding remained at levels anticipated to fund a higher level of activity.

The history of the surplus shows that it accumulated and acted as a smoothing contingency fund for annual operating shortfalls right up until 2016 when it started to permanently deplete. During 2017/18 it was fully depleted and there was a remaining deficit of \$74K that had to be absorbed by the JIBC. 2018/19 followed that pattern with no brought forward surplus available and the JIBC absorbing a further PA program deficit of \$184K. 2019/20 was an anomaly to the trend due to one-time funding provided to the PA and a small surplus of \$9K was reported.

Additional one-time funding provided by PSB and AEST in 2017/18 (\$80K), 2018/19 (\$270K) and 2019/20 (\$800K) helped offset what would have been much larger deficits in those years, however, the JIBC had to absorb PA deficits in two of those years. Adjusting for the use of the surplus, the provision of one-time funding and capital investment funded from operating revenue generates restated results for each of the last four years and gives a truer picture of the PA's operating financial performance.

<b>Fiscal Year</b>	<b>Reported Results</b>	<b>Use of prior period surplus</b>	<b>One-time funding</b>	<b>Capital investment</b>	<b>Restated Results</b>
2016/17	-	127K	-	-	(127K)
2017/18	(74K)	344K	\$80K	-	(498K)
2018/19	(184K)	-	\$270K	-	(454K)
2019/20	9K	-	\$800K	157K	(634K)

From 2016/17 onwards, there is the clear sign of a structural deficit emerging that is at the core of the current financial sustainability problem. Initially, offset by the surplus brought forward, then offset by PSB and AEST one-time funding the restated results provide a better measure of the PA's underlying operating financial results.

## **7. Financial Impact of the 2016 Curriculum Changes**

We were unable to obtain any report that evaluated the financial impact of the 2016 curriculum changes and those costs do not appear to have been a major consideration at the time.

Although the curriculum changes and program expenditure increases are quite evident and could have supported a request for a tuition reset at that time, it was a lost opportunity that, had it been taken, could have alleviated the challenging financial situation that the PA finds itself in today.

Even if at that time, the JIBC believed that this program was subject to the Tuition Limit Policy, where substantial changes are made to a program, that policy has always included the ability to submit a proposal to AEST to classify the program as new for the purposes of the policy. If a successful application had been made to AEST at that time, the recruit program's tuition fees could have been reset at the time.

As noted earlier in section 5 of the report, the average total operating costs of the program have risen significantly since the introduction of the curriculum changes in 2016. There are three components of this cost increase:

1. An increase in the number of recruits being trained,
2. An inflationary increase of all costs, and
3. An increase in program delivery costs as a result of the 2016 curriculum changes

## **8. Financial Impact of the 2020 Curriculum Changes**

The 2021 Curriculum Integration Plan was finalized in February 2021. It is expected that the required one-time curriculum development and integration work will primarily be carried out by external resources which will need to be funded separately.

The one-time curriculum development and integration work is projected to cost \$712K of which the JIBC is contributing \$27K of management and staff time, leaving \$685K to be funded. In January 2021, PSB allocated an additional \$155,000 to support the hiring of curriculum developers to focus on the curriculum work until March 2021.

In November 2020, the estimated annual ongoing incremental costs of the new additions to the curriculum were projected to cost \$83K, excluding the incremental PA staffing costs which were not yet known.



On February 9th, 2021 an updated estimate was prepared by the PA as part of the finalization of the Curriculum Integration Plan based on the best information available at the time and an annual training total of 144 recruits. As the curriculum is still under development, there continues to be the potential for further change to this estimate.

Until the curriculum changes are finalized, it is not possible to provide an independent analysis and assessment of their completeness or accuracy, however, based on the information available at today's date we are providing some commentary on our and the PA's perspective on these estimated costs.

The PA believes that many of the curriculum change costs can be absorbed within its existing annual operating budget, however, it has identified the following annual ongoing incremental ongoing costs that will require to be funded in addition:

<b>Curriculum Change Requirement</b>	<b>Nov 2020 Estimate</b>	<b>Feb 2021 Estimate</b>	<b>Comments</b>
Legal Review of Curriculum	-	\$25,000	Contracted service
Fair and Impartial Policing Training	\$7,800	\$7,800	One day course delivered as part of training
Trauma Informed Practice Training	-	-	Currently free, cost may be introduced
San'Yas Indigenous Culture Safety Training	\$40,500	\$43,200	\$300 per recruit.
Field Training and Performance Management *	-	\$75,000	See comments below
Regional Training Simulator	\$9,600	\$9,600	Currently free, cost may be introduced
Instructor Development	\$25,000	\$25,000	Instructor qualifications assessment and development
Additional Eight Days Instruction *	-	\$141,000	See comments below
<b>Total</b>	<b>\$82,900</b>	<b>\$326,600</b>	

The most significant changes are the anticipated addition of five additional days to Block One beginning in May 2021 and three additional days to Block Three beginning in early 2022 and the most significant costs are the related instructional and staffing costs. In our opinion, both of the starred items are upper range estimates and would be potentially reduced to the extent that:

- Any of this work could be carried out by existing staff,
- The additional staffing resources identified in the ideal model are included in the new funding model, and
- By the use of a lower cost staffing model.

The Feb 2021 estimate is based upon 144 annual recruits. The future state envisaged in section 11 of this report is an increase to 172 annual recruits. Much of this growth will be accommodated through a combination of different planning strategies including larger class sizes but there will be some of the above costs, for example the San'Yas Indigenous Culture Safety Training, which costs \$300 per attendee and will increase in proportion to the number of attendees.

Once the Curriculum Integration Plan is complete and operationalized, the annual ongoing incremental costs will need to be included in the design of any future funding framework.

The total estimated annual ongoing costs resulting from the curriculum changes could potentially be offset by a tuition increase related to the updated curriculum.

## **9. Overhead Allocation**

The JIBC charges the PA an overhead rate which is currently set at 20.5% of tuition fees, which amounted to \$300K in 2019/20.

The basis for the charge is to attempt to allocate the PA's share of costs borne elsewhere in the JIBC including such things as:

- Facility costs - maintenance and operation, janitorial, utilities, security, building systems and furniture,
- Technology services - network servers, applications (finance, student systems, email),
- Finance services – payroll, accounts payable, accounts receivable, general ledger, budget and reporting, and

- Other services including student services, human resources, indigenous office, institutional research and executive

There is no doubt that there are a range of services that it is appropriate to charge an overhead recovery rate for. Tuition is a proxy for activity levels which is a reasonable approach to take for such cost allocation.

The actual rate being charged is not supported by any costing calculation so could be either too high or too low. Plans to carry out an activity-based costing exercise earlier in 2020 were derailed by the arrival of COVID-19.

The JIBC believes that the current overhead rate may not be high enough to recover central costs consumed by PA program activity. Conversely, AEST provides the JIBC with an annual operating grant part of which is meant to fund administration costs. Both of these factors would be included in the review.

In the absence of detailed support for the charge, it is hard to provide a firm view on its appropriateness. Taking all of the JIBC's reported expenses for 2019/20 that are not related to program delivery and support and applied research gives a total of \$19.8 million of which the PA overhead charge amounts to 1.5%. As an activity measure, the PA Student FTEs represent 5% of the JIBC's reported total Student FTEs.

Based upon this high-level analysis and similar charges in other post-secondary institutions, we think that the overhead charge doesn't appear to be unreasonable and potentially appears to be low.

JIBC should address this issue and develop an institution wide overhead allocation policy with an accompanying rationale so that any change in the charge can be included in the design of any future funding framework.

## **10. Surrey Police Department (SPD) Transitional Demand Surge Cost**

The short-term surge in recruit training required to support the establishment of the SPD has been estimated in the Provincial/Municipal Policing Transition Study Committee Report to be 68 recruits.

There is uncertainty around the accuracy of this projection, but it is based upon the best information available at the time of this review.

The PA believes that it can scale its capacity to handle this surge and anticipates that it will be managed through three cohorts of 12, 48 and 8 recruits over an eighteen-month period. The 48 cohort will be delivered through an additional afternoon program offering while the 12 and 8 cohorts will be integrated into existing planned cohorts.

The incremental cost of meeting this surge in demand is a one-time cost which will be incurred over two fiscal years with an as yet undefined start date. Based upon an estimated incremental cost per recruit of \$30K offset by the current recruit tuition fee of \$11.5K it would require additional one- time funding in the order of \$1.25 million.

The PA has begun planning for the demand and is confident that it can be met given appropriate notice of its timing. To be successful in meeting this demand, the PA will need to continue to receive the support of all key stakeholders in providing seconded instructors and in-kind resources.

## **11. SPD Impact on Ongoing Demand Cost**

The Provincial/Municipal Policing Transition Study Committee Report estimates that the addition of the SPD will contribute to an estimated annual ongoing increase of 30% in recruit training at the PA.

Adding the estimated growth in annual demand to the current demand level would increase the projected student total by 40 to 172 students annually.

There is uncertainty around the accuracy of this projection, but it is based upon the best information available at the time of this review.

The PA projects that based on current annual demand, before considering the impact of the addition of the SPD, it would intake class sizes of 48/48/36, for a total of 132 students annually. This ongoing projection would require the PA to incrementally increase its capacity from 48 to up to 64 recruits per cohort using the existing facilities.

The PA has begun planning for this higher cohort and is confident that it can be met by a combination of planning strategies for the change.

Based upon an estimated incremental cost per recruit of \$30K offset by the current recruit tuition fee of \$11.5K it would require additional annual ongoing funding in the order of \$0.75 million to fund this demand.

To be successful in meeting this demand, the PA will need to continue to receive the support of all key stakeholders in providing seconded instructors and in-kind resources.

## **12. Recommendations to Balance the PA Budget**

### **12.1 Structural Deficit and Ideal Staffing Model**

It is clear from the PA program's financial results since 2016/17 that a structural deficit has emerged rather than a one-time financial challenge.

Based on the 2019/20 results and the trend of the previous four years, the structural deficit is now in the order of \$0.75 million.

The PA has been operating in a financially constrained manner since the structural deficit started to emerge in 2016/17 and has identified the ideal staffing model that it believes will deliver quality recruit training in a manner that meets the requirements of the PA's annual Police Training Plan and the Provincial Learning Strategy Framework.

This transition will involve a significant move towards a seconded instructor delivery model with a corresponding reduction in sessional instructors and the addition of some administrative support positions.

As suggested earlier in the report, we think that these additions could be phased in on a priority basis based upon the support of stakeholders. The total projected costs of the additions are in the order of \$0.75 million, with \$400K representing the net incremental cost of adding five additional seconded officers (replacing sessional instructors) and \$350K of additional administrative staff and other program costs.

Taken together, our full order of magnitude estimate of the amount required to address the structural operating deficit and full implementation of the ideal model is in the order of \$1.5 million.

This would align with the staffing model and estimated increased costs that were included in previous consulting reviews.

The JIBC's August 2019 request for additional funding support identified the need for a funding increase of over \$1.5 million to support the "steady state" requirements that include the new staffing model.

In addition, there are other immediate potential cost pressures that should be reviewed by the JIBC and potentially added to the total funding requirement. These include:

- Director salary and benefits – a PA cost not currently allocated to PA operations which may be offset by an allocation from the AEST operating grant
- Overheads – an internal service charge that requires to be reviewed
- Driver Education Centre charges – an internal service charge that no longer reflects its actual costs and requires to be reviewed
- 2021 Curriculum changes – a preliminary estimate of the incremental costs which will require to be updated

## **12.2 SPD Transitional Demand**

In section 10 of the report, we estimate that it would require additional one-time funding in the order of \$1.25 million to fund this demand.

## **12.3 Ongoing Demand Cost**

In section 11 of the report, we estimate that it would require additional ongoing funding in the order of \$0.75 million to fund this demand.

## **12.4 Capital Funding**

In section 5 of the report, we estimate that it would require additional ongoing funding in the order of \$0.10 million to fund a capital replacement plan.

## **12.5 New Funding Framework**

Taken together, all of the above confirms that the status quo funding framework is not a sustainable option and provides a compelling case that a new funding framework is required for the PA.

The range of options to balance the PA budget includes managing expenditure within the available funding and finding additional funding sources or a combination of the two approaches.

Our recommendation is to review and consider all of the following options in order to balance the PA budget through a combination of strategies.

## 12.6 Expenditure Management

**Manage within the available funding** - the PA believes that it has been running an extremely lean operation for the last four years during the emergence of the structural deficit, a time during which they have been operating in a constrained manner in a less than ideal way.

The ideal staffing model envisaged going forward is one option. Another option which we recommend is to phase in additional resources on a priority basis to obtain a clearer picture of the program's ability to meet stakeholder requirements in an environment of funding limitations.

## 12.7 Revenue Management

There are three options, each of which will require stakeholder consultation and a planned and potentially phased approach to introducing change.

**Reassess the current level of delegation funding** – recruit training demand has almost doubled over the last ten years and total PA costs have doubled over the same period while delegation funding has remained flat.

It is timely to consider the purpose of the PSB funding contribution and assess what level it should be set at going forward.

**Reassess tuition fees** – although tuition fees represent 31% of total program costs in 2019/20, it is the most significant revenue source that increases in line with activity. In addition to the fact that many of the significant cost drivers have risen at a rate higher than inflation, there is clear evidence that the 2016 curriculum changes represented a significant change in the recruit program which was accompanied by additional program delivery costs. Further proposed curriculum changes, which are expected to be introduced in 2021 may exacerbate this situation.

Based on 2019/20 tuition revenue, each 10% increase in recruit tuition would be expected to generate around a further \$150K of annual revenue. Options to increase this tuition include a single increase followed by annual inflationary increases or a phased in increase, over say a three-year period, followed by annual inflationary increases.

Recruit tuition fees, currently standing at \$11,575, are paid by the recruits themselves with many police departments arranging for the provision of a low-cost loan option with a repayment term over an extended period. Tuition fees are also eligible for a federal tax credit amounting to 15% of the amount paid. Tuition for both blocks is paid at the start of the program. Recruits are paid as Probationary Constables during training earning around \$70K annually with the employer often covering travel, accommodation and meal allowances during the training period.

Accessible, high quality training is a government priority so both of these aspects will need to be fully addressed in any proposed changes to tuition fees.

JIBC's March 2020 letter, which was retracted pending stakeholder consultation, proposed a 30% increase in recruit training tuition, a 20% increase in advanced training tuition where fees were already charged and the introduction of fees for the remaining four advanced training courses that were previously provided at no cost.

**Find new revenue sources** – Municipalities/Police Departments do not pay the PA for recruit training and the option to introduce a charge for this merits consideration. They are already paying the PA for some advanced training courses.

This model is already in place for Metro Vancouver Transit Police who pay an equivalent amount to tuition for each of their recruits who attends the PA.

If a similar approach to the Transit Police model was adopted, based upon current tuition fees, it would generate in the order of \$1.4 million annually for the PA. This figure would rise in proportion with any tuition fee increase and any increase in overall recruit numbers.

Obviously, such a change would require consultation and a phased in introduction to allow the Municipalities/Police Departments appropriate time to adjust their budgets for the new charge.



## 12.8 Financial summary

A summary of the additional revenue requirements to enable the PA to balance its budget is as follows. This is subject to change as a result of further discussion and agreement on implementation of components of the ideal model, other cost pressures and capital requirements.

	<b>Order of magnitude</b>	<b>Timing</b>	<b>Comments</b>
<b>Ongoing Funding</b>			
Structural deficit	\$0.75 M	Immediately	
Implementation of ideal model	\$0.75 M	Immediately following agreement to move to ideal model	Could be phased in based upon the support of stakeholders - components of increased cost include \$400K net incremental cost increase for five additional seconded officers and \$350K for administrative staffing and other program costs
Other cost pressures	To be determined	Following agreement	
Director costs			Amount and source of funding to be agreed
Overhead charge			JIBC reviewing and plan to complete before 31 Mar 2021
Driver Education Centre charge			JIBC reviewing and plan to complete before 31 Mar 2021
2021 curriculum change costs			Plan finalized 9 Feb 2021, estimated costs and commentary in section 8
Capital	\$0.10 M	Immediately	
Ongoing demand	\$0.75 M	Following SPD transitional demand	Based on 40 additional recruits
<b>One Time Funding</b>			
SPD transitional demand	\$1.25 M	Dependent on SPD recruitment demand	Based on 68 additional recruits

## **12.9 Transitioning to a new funding framework**

The Province could potentially assist by bridge funding a transition plan and agreeing to provide one-time funding to alleviate the projected deficit on a reducing balance basis over a defined period, say two to three years, as a new funding framework is adopted and phased in.

## **Appendix 1**

### **A. Project Terms of Reference**

1. Conduct an independent financial review of the last ten (10) fiscal years of all delegation funded activities undertaken by the JIBC PA and their related financial reports;
2. Identify the annual recruit capacity, identify the incremental cost per recruit above the annual capacity, review demand forecasts for the last ten (10) fiscal years and identify the optimum annual number of recruits required to meet police requirements;
3. Examine JIBC PA financial reports to: determine current operating costs (direct and indirect) and the actual cost of delivering recruit training in a normal year (e.g., excluding the anticipated influx of recruits as a result of the City of Surrey's transition to a municipal police department and prior to COVID-19);
4. Identify all funding sources of the PA and distinguish between base and fenced;
5. Provide a PA expenditure analysis of the last ten (10) fiscal years and identify areas of concern;
6. Examine financial reports and identify cost drivers that have resulted in the depletion of the JIBC PA surplus and created the JIBC PA's deficit;
7. Analyze financial reports pre- and post-implementation of the 2016 recruit curriculum changes to determine financial impacts;
8. Identify the costs associated with implementing and sustaining changes to recruit training as a result of the 2020 Curriculum Improvement Project, including the total operating cost and anticipated cost per recruit;
9. Determine, summarize and assess overhead allocated to the PA;
10. Determine the incremental cost increase of training additional recruits related to the initial influx of recruits as a result of the City of Surrey's transition to a municipal police department;
11. Determine the total operating costs and anticipated cost per recruit following the initial influx of recruits as a result of the City of Surrey's transition to a municipal police department; and
12. Make recommendations, based on the independent financial review, to balance the JIBC budget.

## **B. Documentation Reviewed**

The financial review included the following documentation:

### **Funding Letters**

PSB Delegation letters – ten years to 2019/20  
AEST operating grant letter 2019/20

### **Financial Reports**

PA quarterly and annual reports to PSB/PACC – ten years to 2019/20  
2019/20 JIBC Audited Financial Statements  
Previous consulting reviews

### **Other Information**

PSB/PA/BCAMCP Memorandum of Understanding  
Police Act  
AEST Tuition Limit Policy  
PA Budget Working Group meeting agendas and minutes  
2019/20 JIBC Annual Report  
Provincial/Municipal Transition Study Committee – City of Surrey Training Section  
2021 PA Curriculum Integration Plan  
Organization charts, job descriptions, instructor secondment agreements, sessional instructor award letters, capital plans, special fund balance listings, general ledger listing of accounts and other supporting documents related to the review

### **Staff Interviewed**

#### **PSB**

Gayle Armstrong, Executive Director, Policing Model, Transition Secretariat  
Billy Castillo, Director, Provincial Policing Agreement  
Jim MacAulay, Executive Director, Finance  
Sandra Sajko, Executive Director, Police Services  
Wendy Sutherland, Senior Program Manager  
Nimmi Takkar, Senior Program Manager

## **AEST**

Kevin Brewster, Assistant Deputy Minister

Rob Douglas, Director, Teaching Universities, Institutes and Learner Transitions

Dean Goodman, Executive Director, Post-Secondary System Policy and Liaison

Wendy Grondzil, Director, Financial Performance, Post-Secondary Finance

Phil Hancyk, Executive Director, Post-Secondary Finance

## **JIBC**

Mike Proud, Vice President, Finance and Operations

Stuart Ruttan, Dean, School of Criminal Justice and Security

Steve Schnitzer, Director, Police Academy

Colleen Vaughan, Vice President, Academic

## Police Academy at the Justice Institute of British Columbia - Financial Results

## Appendix 2

Fiscal Year ended 31 March	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
FS Acct Description										
4100 Tuition	485,804	831,577	1,208,897	812,144	1,105,871	1,362,774	1,317,104	1,383,071	929,478	1,461,242
4200 Other Student Fees	75	2,375	2,000	18,986	7,075	1,000	0	0	0	0
4400 Contracts	25,162	31,625	27,401	1,740	2,000	185,098	238,461	373,221	581,936	449,170
4410 Core Contracts	1,750,000	1,950,000	1,950,000	1,560,000	1,810,000	1,855,000	1,915,000	1,995,000	2,272,537	2,468,093
4500 Grants - AEST	0	0	0	0	0	0	0	0	0	300,000
4550 Grants - Other	105,000	90,000	80,000	106,700	109,925	176,748	242,888	36,056	46,444	44,311
4700 Other Income	10,114	11,946	6,578	3,210	21,629	6,608	5,934	10,205	9,132	4,300
4750 Ancillary Revenue	7,340	6,337	3,399	42	0	0	0	0	416	0
4770 Institutional Surcharge	-5,736	-3,314	-5,132	-2,790	-9,109	-7,150	-7,244	-7,607	-5,110	-8,037
4800 Departmental Funds Transfers	0	0	0	0	-250,000	-45,000	-29,105	98,438	15,481	-11,142
4888 Core Client Deferred Revenue	-70,899	-352,269	-360,337	120,996	315,596	-188,547	172,360	343,794	0	-9,304
<b>Total Revenue</b>	<b>2,306,860</b>	<b>2,568,277</b>	<b>2,912,806</b>	<b>2,621,028</b>	<b>3,112,987</b>	<b>3,346,531</b>	<b>3,855,398</b>	<b>4,232,178</b>	<b>3,850,314</b>	<b>4,698,633</b>
5100-D Instructor Compensation	1,142,194	1,103,975	1,139,947	1,094,520	1,233,582	1,404,079	1,658,937	1,959,048	1,754,127	1,857,960
5200-D Instructor Benefits	22,798	26,918	26,089	34,744	49,980	63,915	89,610	149,944	167,239	154,388
5400 Contract - Instruction	459,359	610,759	790,621	616,803	755,455	670,927	757,629	818,745	816,446	897,426
5460 Contract - Design/Development	3,241	899	45,336	4,468	12,275	81,995	29,110	0	0	8,420
5470 Faculty - Travel/Meetings	0			1,234	1,678	608	687	2,101	2,829	2,098
5500 Instructional Supplies	65,696	103,468	123,024	90,364	197,691	174,193	242,489	270,928	208,043	278,665
5930 Vehicles - R&M	12,864	17,283	11,939	18,334	20,597	22,488	32,783	29,086	32,456	26,860
5940 Auxiliary Space	10,828	1,086	5,017	6,154	10,464	15,232	38,832	37,694	22,711	41,914
6200 Student Travel	0	12,149		23			0	0	644	14
6300 Student Activities	19,493	15,356	34,812	22,663	35,704	31,992	28,288	32,968	27,855	35,918
9160 Vehicles	-	10,704		49,979	29,652	28,265	1,128	10,865	0	0
<b>Total Direct Expenses</b>	<b>1,736,473</b>	<b>1,902,596</b>	<b>2,176,785</b>	<b>1,939,286</b>	<b>2,347,078</b>	<b>2,493,693</b>	<b>2,879,493</b>	<b>3,311,379</b>	<b>3,032,350</b>	<b>3,303,663</b>
5100-I Salaries	323,080	338,144	304,318	355,508	348,641	339,762	415,010	447,079	528,287	632,849
5200-I Employee Benefits	61,930	64,679	53,678	78,753	75,130	81,301	85,354	101,443	121,600	152,815
5300 PD - Faculty/Management	14,388	14,035	28,831	15,900	35,490	15,670	13,380	5,061	11,865	18,645
5350 PD - BCGEU	1,937	931	1,962	829	708	954	696	714	957	912
5370 Staff & Faculty Engagement	0	4,501	0	1,718	-13	0	549	353	578	564
5560 Non-Instructional Supplies	19,047	9,176	13,429	8,610	8,472	6,045	12,770	18,694	13,577	5,762
5580 Instructional Support	26,820	33,461	37,243	35,759	37,214	37,072	42,911	44,632	47,647	51,143
5590 Student Registrations	57	0	0	0	0	7,792	0	0	0	0
5600 Communications - Usage	12,335	9,283	7,358	7,061	7,846	8,570	9,212	8,274	9,190	9,226
5640 Communications - Equipment	1,865	73	3,518	6,368	6,720	6,344	5,867	5,866	5,867	9,006
5700 Freight/Delivery	2,006	1,709	2,096	1,638	1,629	812	1,037	604	324	185
5800 Facilities - R&M	0	0	0	0	0	15	0	0	0	0
5910 Furniture & Equipment - R&M	7,721	6,390	13,668	12,915	9,361	12,218	16,315	15,230	26,537	15,862
5920 Computer Equipment - R&M	596	163	607	901	27	6,281	0	489	0	6,168
6100 Staff Travel/Meetings	22,346	15,614	27,028	27,650	21,332	56,221	35,560	36,671	24,881	14,512
7100 Professional Fees/Services	8,497	18,629	22,121	5,691	4,529	752	65,896	2,407	11,005	9,549
7300 Licences	0	1,940	0	0	0	323	0	326	0	341
7400 Business Dev./Promotion	680	2,500	1,991	817	2,581	8,775	2,459	3,321	1,553	3,858
8100 Bank & Finance Charges	1,523	2,735	3,657	3,627	6,751	6,429	6,178	5,369	5,189	6,503
8300 Bad Debts	0	0	0	0	0	0	0	0	0	263
8500 Allocation of Overhead	62,248	132,485	191,713	115,534	173,732	257,501	260,471	272,278	191,085	299,566
Capital Expenditure	0	0	0	0	0	0	0	0	0	157,241
9130 Furniture & Equipment	0	3,464	3,038	0	0	0	2,240	17,573	0	0
9140 Computer Equipment	3,310	5,771	19,765	2,463	25,759	0	0	8,374	1,467	0
10300 Gym	0	0	0	0	0	0	0	0	0	0
<b>Total Indirect Expenses</b>	<b>570,387</b>	<b>665,682</b>	<b>736,021</b>	<b>681,742</b>	<b>765,909</b>	<b>852,838</b>	<b>975,905</b>	<b>994,758</b>	<b>1,001,609</b>	<b>1,394,970</b>
<b>Total Expenditures</b>	<b>2,306,860</b>	<b>2,568,278</b>	<b>2,912,806</b>	<b>2,621,028</b>	<b>3,112,987</b>	<b>3,346,531</b>	<b>3,855,398</b>	<b>4,306,137</b>	<b>4,033,959</b>	<b>4,698,633</b>
<b>Surplus/(Deficit) for Year</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-73,959</b>	<b>-183,645</b>	<b>0</b>

This Appendix forms a part of, and must be read in conjunction with, the accompanying Inverleith Consulting Inc. report dated February 24th, 2021



# New Westminster Police Department

## REPORT

**To:** Mayor Côté and Members of the New Westminster Police Board      **Date:** June 15<sup>th</sup>, 2021

**From:** Inspector Diana McDaniel      **Item #:** [4.3](#)

**Subject:** NWPD School Liaison Officer Program

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### RECOMMENDATION

*That the New Westminster Police Board approves the submitted Report for information.*

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### PURPOSE

The purpose of this report is to provide the New Westminster Police Board with the history of the NWPD School Liaison Program and the process by which it was eventually discontinued by the School Board in 2021.

### BACKGROUND

After the murder of George Floyd in May of 2020, in Minneapolis, many questions arose regarding the use of force by law enforcement in the United States and Canada. The New Westminster Board of Education expressed concerns about having School Liaison Officers in the schools and their potential negative impact on black, Indigenous and People of Color (BIPOC). This precipitated an extensive engagement process by school staff with students, parents and staff which resulted in the SLO program being discontinued.

### DISCUSSION

Inspector McDaniel was tasked with preparing a report that provided a history of the School Liaison Program in New Westminster and the process between SD 40 and the NWPD and the subsequent cancellation of the SLO program in SD 40.

Inspector McDaniel's Report is attached as *Appendix A* to this report.

**FINANCIAL IMPLICATIONS**

None.

**OPTIONS**

Option # 1 – That the Board accepts the Report for information.

Option # 2 – That the Board provides staff with alternate direction.

Staff recommends option 1.

**ATTACHMENTS:**

1. Report – the History of the NWPD School Liaison Program and Subsequent Cancellation.

This report has been prepared by:

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Inspector Diana McDaniel



## **The History of the NWPD School Liaison Program and Subsequent Cancellation**

The history of having police officers in schools began in the United States in the early to mid-1950s. The program did not gain prominence in most areas until the 1990s. The Vancouver Police Department's School Liaison Unit was one of the first organized units in Canada starting at Killarney Secondary School in April, 1972. In most other policing organizations, any formal School Liaison Officer (SLO) program did not start until the mid-1990s throughout North America. The New Westminster Police Department (NWPD), along with many other police agencies in Canada, began a formal SLO program in 1994.

### **Introduction**

The New Westminster Police have had a long standing history and relationship with the schools in New Westminster. From the mid-1970s to June 2020, they were a continual presence with many varied renditions over the years as they adapted to current school related safety and crime prevention trends.

In the 1970s, the NWPD had an informal program called "PITS" (Police in The Schools) program where police officers volunteered to attend schools within New Westminster to establish a connection to youth and teachers. The NWPD SLO program has continued to evolve over the last several decades to become the Child and Youth Resource Unit. This has evolved to three full time positions – two SLO's serving schools within New Westminster School District 40 (SD 40) and one SLO – Youth at Risk Officer (YRO) serving alternate/private schools.

The duties and responsibilities changed considerably over the years with academic reviews of the program being completed and as a result, an organized unit with clear goals and objectives being offered. This report will include a brief history of the SLO program in New Westminster and touch on its evolution over the past several decades.

Many police officers transitioned through the position over the years. Many police officers commented that being an SLO was definitely a highlight of their career. Fast forward to May 2020, where social unrest brought on intense scrutiny of the police and their function in society. The Board of Education, in accordance with the *School Act*, is a policy-making body whose primary function is to establish procedures and guidelines for the operation of public schools in New Westminster.<sup>1</sup> In June 2020, the New Westminster Board of Education (Board of Education) brought forth concerns with having SLOs in the schools. They advised that many black, Indigenous and People of Colour (BIPOC) felt uncomfortable having police officers in the schools. They endeavoured to seek out information via studies, surveys and ongoing engagement to determine if it was a program that should continue to be supported.

In 2020, the Board of Education underwent engagement to ensure that all students, parents and staff felt comfortable continuing with the SLO program. Inspector Diana McDaniel liaised with New Westminster School staff to work through the process. School staff completed engagement, surveys and reports which were presented to the School Board on April 27, 2021. The School Board voted at this meeting and made the decision to abolish the SLO program in SD40 New Westminster.

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<sup>1</sup> [newwestschools.ca/our-board/board-members](https://newwestschools.ca/our-board/board-members)

## **History of the SLO Program in New Westminster**

The SLO program began in New Westminster in the mid-1970s. At this time, the program was called “PITS” Police Officers in the Schools. The program was by volunteer only and police officers would volunteer to work at a specific school and do so “off the side of their desk.” They were expected to fulfill these duties while they were in the course of their regular assigned duties. The only extra pay that was allotted was a total of four hours of overtime, once per month. Many elementary schools had inconsistent attendance by NWPD police officers at this time. The Constable assigned to Community Services maintained the program. These volunteer positions were solely funded by the NWPD, but very few costs were incurred due to the position of being a volunteer only and not overly structured or organized.

Duties at this time would include age appropriate presentations by the volunteer police officers. They had access to large binders that would have resources and they had reel to reel films that they would show in class. Topics and presentations would include safety and crime prevention lessons and the negative effects of drug and alcohol use.

## **The Evolution of the SLO Program in New Westminster**

There were no full time SLO assignments at the schools in New Westminster until 1994. The Board of Education requested that a full time police officer be assigned to the NWSS and the NWPD obliged and fully funded the position. There was no job description or set of goals or any clear objectives. In 1997, the Part II Order posting for the position stated: “School Liaison Officer” and the interested police officer had to write a one page letter of intent. In comparison, the Part II Order from 2017 for Child and Youth Resource Unit – NWSS – High School was three pages and included an extensive list of minimum qualifications and objectives. An SLO course was developed and available during this time and offered at the Justice Institute of British Columbia.

SLO investigations at NWSS included bullying and threatening complaints between students. Enforcement was part of the portfolio but building rapport with students was the main priority. The SLO was available to answer questions on a variety of topics and the SLO would provide friendly advice. The SLO was a guest speaker in the Law classes and had open question and answer periods that would include questions about the law and policing as a career. The SLO worked collaboratively with school administrators, was involved in many committees, liaised with social services and the Ministry of Children and Families. The SLO tenure was three years and many New Westminster Police officers have rotated through the position.

## **Creation of 2<sup>nd</sup> SLO Position**

In 2009, the School Board requested a dedicated SLO for the elementary and middle schools and thus the first full time member was assigned to this position in 2009. There were now two full time SLO positions funded by the NWPD; one dedicated police officer to NWSS and one assigned to the elementary and middle schools.

New Westminster also has three alternate learning programs/schools: POWER, SIGMA and RECAP. There is also the independent school known as PURPOSE. These programs are tailored to the middle and high school level who require an alternate to the mainstream school system. During this time frame, no specific SLO was assigned to these schools and they were attended only periodically as the need arose by the SLOs.

Duties of the SLOs included meeting with the Principals, Vice Principals and School Counsellors. They would regularly walk through the schools and strike up conversations with students. They would follow up on any incidents that have occurred and subsequently meet with parents and students that were involved. They would engage in activities with youth and offer programs that were requested. They attended career planning courses to speak to students about the importance of education and about policing as an occupation. Enforcement was secondary to maintaining public relations and good relationships with the students and teachers.

### **Memorandum of Understanding (MOU)**

It was also in 2009 when the first MOU was in place between the Board of Education of School District No. 40 (New Westminster) and the New Westminster Police Service regarding the School Liaison Program.

The overriding theme of the MOU was collaboration between the NWPD, SD40, parents and students. The vision in the MOU was stated as follows:

“It is the joint vision of the SD40 and the NWPD that students, parents, school staff, police, community members, service agencies and others will work collaboratively to ensure that:

- a. Students learn in a nurturing and secure school and community environment, where they are engaged in experiences that create strong self-esteem, responsible behavior and a respect for the dignity and differences of others; and
- b. Those students who are at risk or who have engaged in criminal behavior, where intervention is required, will remain in or be returned, as soon as possible, to their communities, through timely and effective early intervention strategies, justice processes or referrals.”

The strategies [of the SLO program] were listed as follows:

- Prevention
- Establishing Connections
- Information management
- Early intervention
- Justice System Processes
- Establishing Partnerships

The MOU lists “School Based Prevention Topics” in age appropriate categories. There were programs designated for elementary students such as “stranger danger”, bullying, abuse prevention and introduction to 911 and policing.

For Secondary Students, programs such as dating violence, internet safety, drinking and driving and gang recruitment were topics presented. There were also education programs for parents and the community which included community safety, gangs, sexual exploitation of children and youth and crime prevention in the neighbourhood.

## **Evolution of Departmental Policy**

The first NWPD Policy relating to the SLO program was effective March 30, 2000, and set out the SLO duties and responsibilities. The reasons for the policy included “creating a better understanding of the role of the police officer in the community” and “offering presentations on crime and safety issues which are relevant to youth.” The procedures set out duties and functions which included “preparing and delivering talks and lectures to students on a variety of topics, such as police department operations, resources and procedures, juvenile crime, police work as a career and other topics of interest to students.” SLO’s were to be identifiable as a police officer in the schools either by wearing a full police uniform or suitable civilian attire with badge and sidearm.

The policy was revised in November, 2009. This revision included the additional full time position in the Elementary/Middle Schools that was implemented in the same year. The procedures were changed to include duties of the High School Liaison officer and the Elementary/Middle School Liaison Officer.

The revised 2009 Policy also included the introduction of the Restorative Justice program and included the duties of both Elementary/Middle and High School Liaison officers as it related to program referrals.

## **NWPD School Liaison Program 2015 Review**

In December 2015, an operational review of the School Liaison Program was conducted by Dr. Rick Parent and Hilary Todd, PhD (cand) from Simon Fraser University School of Criminology. This report identified several factors that may be implemented to enhance the current program. “These factors include:

- The establishment of a core set of programs and teaching material;
- The consistent delivery of programming;
- Expansion of school liaison services to other areas in the community;
- The creation of a Youth At Risk position/Youth At Risk Officer (YRO);
- A method of feedback to provide program and delivery evaluation. This would allow measurement in the overall effectiveness of the unit.”

The review included an examination of SLO programs that exist in neighboring police agencies and a general review of the SLO model within Canada. They examined NWPD policy, PRIME statistics on youth files, interviews with selected school administrators, interviews with previous and current School Liaison members, review of SLO programs by other police agencies and a review of current literature on the topic of police in schools. They recommended changing the name from School Liaison Program to Child and Youth Resource Unit and increasing the unit from two to three police officers.

In January 2015, the NWPD created the Prevention Services Section (PSS) which brought together a number of units which worked in separate divisions. PSS brought together a diverse group of specialists that provide a holistic approach to identifying and targeting underlying causes of crime and victimization among vulnerable groups. The SLO program was part of the PSS and included the Victim Assistance Unit (VAU), Domestic Violence Response Team (DVRT), Family Services of Greater Vancouver (FSGV) – partnership with DVRT, Mental Health Unit (MHU) and Community Services Section (CSS). Further changes in 2018 included the newly formed Special Investigation Unit (SIU) which included DVRT, Sexual Offences and Elder Abuse.

The review recommended the creation of a third position - Youth at Risk Officer. This new position would have a police officer liaising with Youth Probation, providing education and developing ongoing collaborative relationships with the alternate schools in New Westminster; SIGMA, RECAP, POWER and PURPOSE (independent school).

Interviews were conducted with school Principals and the overriding theme was that they liked the program and encouraged more participation by the SLOs. Comments were noted as follows:

“Principals noted that increased SLO presence would be valued, and that a need existed for SLO’s after classes end.”

“All Principals interviewed expressed a desire to see more of their SLO’s. Several principals suggested their SLO have a permanent office within their school. Others simply pointed to the need for the increased visibility of their SLO.”

“All Principals interviewed felt that the 1 – 2 hour window immediately after school ends is a critical time period and that the SLO’s should be present for.”

Previous and current serving SLO’s were interviewed, researchers went on “ride-alongs” with SLO’s and several teachers and principals were interviewed. Some of the conclusions and recommendations from the report are as follows:

- Approximately 25% of files created involve “youth at risk.”
- Currently two full time officers assigned to the School Liaison section – recommendation that one uniformed officer would continue to be assigned to the school related duties and one officer, non-uniformed, would be assigned to deal with “Youths at Risk” within the jurisdiction of New Westminster.
- NWPD should consider seeking funding from outside sources for the implementation of a dedicated third officer, to fulfil SLO and Youth at Risk Officer’s duties.
- Have well established teaching curriculums and survey instruments that have proven effective in providing SLO services.

#### **2016 Report “Recommended Changes to the new Westminster Police School Liaison Program” by Inspector Todd Matsumoto**

In 2016, the Police Board approved the recommended changes as set out in Inspector Matsumoto’s Report. The approved changes were as follows:

1. Introduce new objectives and goals for the Youth Services Unit.
2. Create a Youth at Risk Officer
3. Rename the School Liaison Unit
4. Implement curriculum of Police-defined educational programming for elementary, middle and high school students
5. Introduce a Youth Services Cadre
6. Implement formal process to evaluate program and curriculum effectiveness.
7. Form partnerships with Ministry of children and Family Development and others to ensure best outcomes for at-Risk youth in New Westminster.

Inspector Matsumoto stated that “introducing the recommendations in this report will enhance the New Westminster Police Department’s response to youth overall and increase our effectiveness in reducing risk factors to at-risk youth within the community.”

Several of the above-noted recommendations came to fruition at the NWPD. The name of the unit was changed from the School Liaison Program to the Child and Youth Resource Unit. Also in the fall of 2017, the Youth Cadre Team commenced duties and several officers took part in the program. This was a supplementary position within the child and Youth Resource Unit and it is a part-time collateral duty in addition to a member’s primary assignment. Their mandate was to deliver presentations to youth, work with Crime Prevention volunteers and Reserve Constables to deliver 12-24 hours of presentations annually and take part in school related activities and initiatives lead by the full-time Child and Youth Resource Unit. The three police officers worked collaboratively and was a very effective and successful unit.

### **Child and Youth Resource Unit**

In May 2019, the School Liaison Policy was changed to the Child and Youth Resource Unit. This changed the name of School Liaison Officers (SLOs) to Child and Youth Resource Officers (CYROs). The impetus for this new policy was a study completed in 2015. This new policy broadened the scope of the program to include a Youth at Risk Officer. Criteria was listed for what identifying factors were At-Risk-Youth. These included the following factors:

- Homelessness;
- Unstable or poor living conditions
- Neglect
- Poor performance at school; and
- Youth living in households with mental health issues.

This new policy set out examples of youth related investigations that CYROs could investigate. They were to “take a proactive, primarily non-enforcement approach in resolving youth related issues.” -

### **SLO Programs**

There have been a variety of successful programs implemented by the SLO’s in collaboration with SD 40. They are as follows:

- *Student Police Academy* – this program was run by the NWSS SLO to provide grade 11 and 12 students with a realistic perspective of policing. It was a partnership between the NWSS and the JIBC. It was 60 hours of instruction over two weeks. Twenty-four students are selected from various high schools in the Lower Mainland area. They had to apply, attend for an interview, and be supported by their current school. The curriculum included physical training, legal studies, investigation/patrol/traffic studies, firearms safety/driving instruction/marine patrol and disaster response.
- *Parent’s Night Out* – this is an educational evening planned once per month in collaboration with the School Board, District PAC and Fraser Health for parents. It involved community partners such as MCFD and Mental Health.
- *Cooking with Cops* – students and school staff would cook with NWSS Police Officers which encourage a fun and playful atmosphere.

- *It's a No Campaign* – This program was adopted from the Abbotsford Police Department to address the abundance of sexual images children are taking and sharing and even using to intimidate or extort others with. School administration supported this program along with the School Board.
- *Participation in Sports* – this has occurred between SLO's and students and school staff for decades. Police officers would regularly engage in basketball games, football and floor hockey.
- *VITRA – Violent Threat Risk Assessment* – SLO's participated in this training with school administrators to determine threats at the school.
- *Tours of the NWPD* – this has been occurring for decades. SLO's would bring classes of students and teachers to tour the NWPD highlighting different areas of the police department and introducing them to staff.
- *End Gang Life Presentations* – this was facilitated by SLO's.
- *Best Buddies Program* – this is a non-profit organization dedicated to establishing a global volunteer movement that creates opportunities for one-to-one friendships, integrated employment, leadership development and inclusive living for people with intellectual and developmental disabilities.
- *Canadian Centre for Child Protection* – This program is based on a book called "It's a Big Deal." This activity book teaches teens the difference between healthy and unhealthy dating relationships, including the issue of sexual consent. Teens learn about love vs. control in dating relationships, self-peer exploitation ("sexting"), Canada's sexual consent laws and how this way reduces their vulnerability to victimization and increases their personal safety.
- *ICBC Presentation on the Dangers of Impaired Driving.*
- *Rock Solid* – started in 2003 at NWSS and was a combined effort between the NWPD and the NWSS. The idea for this program came as a result of the tragic death of Reena Virk. Senior students would write the scripts and perform the anti-bullying play for elementary, middle and high school students in the district. The SLO participated in the creation of the plays, provided feedback, attend the performances and fundraise for t-shirts and the wrap up party. In 2017, the program changed to "Still Solid."

## **Social Change in 2020**

The murder of George Floyd in Minneapolis in May 2020, triggered many questions about the use of force by law enforcement in the United States and Canada. This led to discussions regarding defunding the police, demilitarizing the police and the reallocation of police budgets. The New Westminster City Counsel along with the New Westminster Police Board drafted nine police motions and work has begun to implement changes.

## **Board of Education Process**

In spring, 2020, 101 individuals provided correspondence to the Board expressing concerns around police in schools or anti-racism initiatives either through individual emails or by signing the online petition, "The end of policing in New Westminster Schools."<sup>2</sup> In the same document, they provided a data analysis of the breakdown of the 101 petitioners:

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<sup>2</sup> [newwestschools.ca/wp-content/uploads/2021/04/210413-Education-Agenda.pdf](https://newwestschools.ca/wp-content/uploads/2021/04/210413-Education-Agenda.pdf)

- 101 individuals provided correspondence to the Board of Education expressing concerns around anti-racism work and police in schools either through individual emails or by signing the petition: “The end of policing in New Westminster Schools.”
- The petition referenced above was also sent to the Vancouver parent community.
- All correspondence was responded to by Communications Director in the spring and fall of 2020.
- All 101 individual names and email addresses were cross-referenced to MyEducationBC data.
- 16 of the 101 individuals were confirmed as parents/guardians in New West Schools-of the 16, 6 had sent emails, and 10 were signatures on the petition: “The end of policing in New Westminster Schools.”
  - 14 of the 16 New West parent/guardians wanted to have police removed from schools;
  - 1 of the 16 wanted to have the police remain in schools; and
  - 1 of the 16 was asking about anti-racism in general.
- The 85 other correspondents were a mix of current or past residents of New West, NWSS alumni, or people from other communities.
- None of the 101 individuals sent any further correspondence to the board after the spring of 2020.

### **Email from Board of Education**

On June 18, 2020, Chief Constable Dave Jansen received the following email from the Board of Education, New Westminster Schools:

*On behalf of the Board of Education, we write as a show of our solidarity with our Black and Indigenous students, staff and families. But also, to make some hard commitments.*

*Like you, we have watched too many Black and Indigenous people die at the hands of police, both in the US and here in Canada. We recognize the pain and suffering that racism, in all its forms, creates.*

*Black lives matter. Indigenous lives matter.*

*At New Westminster Schools, we are proud of our commitment to inclusion and diversity, our efforts to move toward reconciliation and our work to create greater equity. Those are important values and actions. But that does not mean we don't also see that racism is at play in our schools. We recognize the overall existence of systemic racism, and the harmful impact it continues to have on our students, staff and the families in our community. We must be accountable and do the hard work to change that.*

*We are listening carefully right now. We hear what is being said, and we are here to learn and support when we can. It is where we must start. But it is also not enough.*

*We have a responsibility and an opportunity to do more than just listen and learn. We also have to find ways to apply those lessons. And we have to be part of creating meaningful action.*

*As people involved in influencing education, we must consider where we can be allies for our kids and our staff. And as allies we must look at the power we have to help change the systems that oppress those living in our community ... we have an obligation to seek opportunities to support the young people who are asking us to help lead them into a better future.*



*In the coming months we'll be doing more work to determine the most appropriate ways for our district to take action – including developing the framework of a policy that will move us beyond just the values of diversity and inclusion, and instead into a space where, at every level of this district, we are actively engaged in anti-racism work.*

*You can expect that members of our board will be reaching out in the Fall to help inform the policy development. You can expect there will be more actions to follow. You can expect we're in this for the long haul.*

*In the meantime we commit to continuing to listen and grow as we engage in a variety of learning opportunities. We will do this both as individuals and collectively ... looking at the roles we can each play in creating necessary and vital changes. And we take that responsibility very seriously, because our kids, our staff and our community deserve that.*

*On behalf of the Board of Education, we hope you will join us in this process,*

*Anita Ansari and Gurveen Dhaliwal.*

*Board Chair and Vice-Chair, New Westminster Schools*

### **NWPD Process with NWSS Staff**

In August 2020, a current NWPD CYRO advised that the Principal and the four Vice Principals at the school (NWSS) advised they want police to return to the schools in September 2020, and it be “business as usual.” Inspector McDaniel’s team were directed to determine the current situation at the New Westminster Schools in relation to having SLO’s continue in the roles.

Shortly thereafter, direction was provided by NWSS staff that they are working together to provide information to their Board and it would be a good opportunity to update our Agreement document (MOU). NWPD were advised that School Resource Officers should not be assigned to the schools until this process has been completed. Work had begun on an update to the current MOU and School staff provided periodic updates on their ongoing engagement process.

School staff communicated to NWPD that they are working on changes to the MOU and that research had begun on examining other school districts with respect to their SLO programs. School staff advised that this will be a lengthy process and involve community engagement, student and parent surveys and presentations. The NWPD re-assigned the current CYRO’s to other areas of the NWPD.

In October 2020, School staff completed a Board Presentation entitled “Child and Youth Liaison Officers in New Westminster Schools.” The presentation provided an overview of the program, current areas of focus, why the SLO’s should continue in the schools and summarizing the program review that was taking place with a trauma-informed lens.

Over the next several months, school staff provided updates to the NWPD which included the process of engagement with students, survey results and School Board meetings. NWPD shared information regarding SLO specific training and youth file statistics in New Westminster. School staff provided the NWPD with a draft of their confidential information regarding their review process, data and recommendations.

## **Result of Board Decision**

The result of the April 13, 2021, Board of Education meeting was as follows:

### **Final Motion:**

**THAT the Board of Education of School District No. 40 (New Westminster) discontinue the Child and Youth Liaison Officer Program in our schools, effective immediately, and direct staff to collaborate with the NWPD in the re-design of our relationship as it specifically relates to our protocols and training for emergency procedures in schools including critical incidents, lockdowns and Violence Threat Risk Assessments (VTRA) AND direct staff to report back at the June 8, 2021 Education Policy and Planning Committee meeting on those transition plans.**

The Board of Education went on to say that they “will be joining districts like Vancouver in changing our relationship with our local police, so that we can also better support people in our BIPOC community and others who have shared their concerns with the partnership.”

### **NWPD Future Involvement with SD 40**

- The two “discontinued” positions will be re-deployed to priority areas within the NWPD while the Youth at Risk Officer will continue to work in the community supporting youth and the independent and private schools in New Westminster.
- The NWPD will review all SD 40 requests that have been submitted, in writing, to the NWPD. These requests will be triaged, in order of priority, and an assessment completed, based on current resources available.
- All calls for service by SD 40 to the NWPD will be through the non-emergency phone line and any emergency calls made to 911.

The NWPD will continue to be committed to supporting local youth in our community. We will work closely with SD 40, review their request for services and make a determination of the response based on current resources. The NWPD endeavour to create a new relationship with SD 40 that will be effective in serving the entire community and remain open to new, innovative ways we can build these relationships and provide needed services to SD 40.