



# NEW WESTMINSTER POLICE BOARD

OPEN AGENDA

Tuesday, July 25, 2023 at 0930

In Person: Breakaway Room, Queens Park Arena, 51 3rd Ave, New Westminster

By Zoom: <https://us02web.zoom.us/j/84336311434?pwd=QlBkRXBjeDB4UVlxRkpKZCtXU2JZQT09>

Passcode: **824852**

By Phone: +1 778 907 2071 / Webinar ID: **843 3631 1434**

✓ Indicates Attachment

***We recognize and respect that New Westminster is on the unceded and unsundered land of the Halkomelem speaking peoples. We acknowledge that colonialism has made invisible their histories and connections to the land. As a City, we are learning and building relationships with the people whose lands we are on.***

<b>1</b>	<b>ADOPTION &amp; PRESENTATIONS</b>	
	1.1 Land Acknowledgement	<i>Police Board</i>
✓	1.2 Adoption of Open Agenda: July 25, 2023	<i>Police Board</i>
<b>2</b>	<b>CONSENT AGENDA</b>	
✓	2.1 Approval of Open Minutes: June 20, 2023	<i>Police Board</i>
	2.2 Police Board Member Reports	
✓	2.3 Statistics: June 2023	
✓	2.4 Policy: AE55, AC10, AA60 & OM25	
✓	2.5 Monthly Report on NWPB Overtime	
✓	2.6 Review of Policy & Procedures: Use of Force on Members of the Public	
✓	2.7 Police Board Correspondence	
	2.7 (a) E-Comm AGM Update and Annual Report	
	2.7 (b) NWPB Reappointments	
	2.7 (c) Invitation to BC Law Enforcement Memorial Service	
<b>3</b>	<b>ONGOING BUSINESS</b>	
✓	3.1 2024 Operational Budget Report	<i>Chief Constable Jansen</i>
✓	3.2 2024 Capital Budget Report	<i>Jacqueline Dairon</i>
✓	3.3 Considerations for Public Engagement Specific to the NWPB Annual Budget	<i>Chief Constable Jansen</i>
<b>4</b>	<b>NEW BUSINESS</b>	
✓	4.1 VAU Report	<i>Inspector Gosal</i>
✓	4.2 Equitable and Unbiased Policing Standards	<i>Deputy Chief Hyland</i>
	4.3 Police Governance Unit and Board Meeting - September 2023	<i>Chief Constable Jansen</i>
	<b>NEXT MEETING</b>	
	<b>Date:</b> September 12, 2023 @ 0930	
	<b>Location:</b> To be Advised	
	<b>ADJOURNMENT OF OPEN MEETING</b>	



# NEW WESTMINSTER MUNICIPAL POLICE BOARD

June 20, 2023 at 0930

In-Person and via ZOOM

Century House, 777 Columbia Street, New Westminister, BC

## MINUTES of Regular Meeting

<b>PRESENT:</b>	Mayor Patrick Johnstone	Chair
	Ms. Heather Boersma	
	Mr. Drew Hart	
	Mr. Patrick Lalonde	
	Ms. Mary Trentadue	
	Mr. Alejandro Diaz	
<b>STAFF:</b>	Chief Constable Dave Jansen	
	Inspector Andrew Perry	
	Inspector Trevor Dudar	
	Inspector Aman Gosal	
	Ms. Jacqueline Dairon	Finance Supervisor
	Ms. Daisy Dyer	Police Board Secretary
	Ms. Hailey Finnigan	Media Relations

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The meeting was called to order at 09:40 a.m.

### 1. ADOPTION

#### 1.1 Land Acknowledgement

*We recognize and respect that New Westminister is on the unceded and unsundered land of the Halkomelem speaking peoples. We acknowledge that colonialism has made invisible their histories and connections to the land. As a City, we are learning and building relationships with the people whose lands we are on.*

#### 1.2 Adoption of Regular Agenda: June 20, 2023

#### MOVED AND SECONDED

THAT the New Westminister Police Board approve the June 20, 2023, Regular Agenda with the following addition:

#### 4.2 Correspondence from City Council, dated June 19, 2023.

**CARRIED**

**CONSENT AGENDA**

**2.1 Approval of Open Minutes: May 23, 2023**

**2.2 Police Board Member Reports**

**2.3 Statistics: May 2023**

**2.4 Policy: AB145 and OM25**

**2.5 Police Board Correspondence**

**2.5 (a) E-Comm Update from George Madden - May**

**2.5 (b) NWPB Correspondence to CAPG**

**2.5 (c) BCAPB: New President**

**MOVED AND SECONDED**

THAT item 2.4 be removed from the Consent Agenda; and

THAT the New Westminster Police Board approve the remaining Consent Agenda items.

**CARRIED**

**ITEMS REMOVED FROM THE CONSENT AGENDA**

**2.4 Policy: AB145 and OM25**

Ms. Boersma and Ms. Trentadue removed OM25 (Mental Health Intervention) from the consent agenda. Ms. Boersma enquired if OM25 is standalone policy. Chief Constable Jansen explained that this policy is in compliance with the province's unbiased policing standards that will come into effect this year and next, and must align with *BC Government Interfaces Between Mental Health and Substance Use Service and Police Toolkit*. Ms. Trentadue shared some concern regarding the brevity of the policy, and asked for more information. Chief Constable Jansen noted that the procedures and further information on the policy will be provided at the next board meeting in July.

**MOVED AND SECONDED**

THAT AB145 and OM25 be approved, with instruction to provide more information on OM25 at the July board meeting.

**CARRIED**

### **3. ONGOING BUSINESS**

#### **3.1 GOVERNANCE: Annual Budget Preparation**

Chief Constable Jansen explained that police boards in British Columbia are required to approve a police budget by November 30<sup>th</sup> of each year. The governance manual for the New Westminster Police Board necessitates that the budgeting process begins at the police board meeting in June.

Chief Constable Jansen provided an initial, high level early overview of potential risk factors and cost increases for the 2024 operational budget for the Police Department. This report aims to provide an analysis that supports proactive planning and informed decision-making. By identifying key areas of concern and estimating budgetary needs, this will ensure efficient resource allocation, service excellence, and community safety, while maintaining transparency regarding spending needs.

The primary objective within the budget is to align with the department's goals and priorities, allowing for effective resource management and the provision of quality services to the community. In light of this, the report highlights several challenges that are anticipated for the upcoming fiscal year.

One of the significant concerns is the shortage of operational staff. Although the department currently has a budget for 114 sworn police officers, this number fails to accurately reflect the number of deployable members due to various factors such as Police Academy recruits, maternity/paternity leaves, and long-term illness. Moreover, the recruiting challenges faced by police agencies across British Columbia and the country add to the difficulty of timely replacements. The competition for recruiting staff intensifies due to the Province's recommendation to transition to the Surrey Police Service and the Vancouver Police Department's approved budget allocation for additional sworn members. These factors put increased pressure on the budget as efforts to attract and retain qualified personnel become more demanding and potentially costly. This initial budget projection builds on the Board's three year plan which was initiated last year that looks to address some of these concerns.

In addition to staffing shortages, the expiration of both the sworn member and Civilian staff collective agreements adds uncertainty to the budget. The outcomes of these negotiations will heavily influence the department's financial commitments. It is essential to address these challenges to ensure the effective running of the Police Department and the ability to maintain the level of service expected by the community.

Furthermore, human resources staff must be enhanced in order to meet the growing demands of the organization. Currently, the NWPB lacks trained and dedicated human resource management staff, except for the Recruiting Coordinator. We are assessing the need for a human resource manager who can provide expertise in strategic human resource planning, equity, diversity, and inclusion strategies. The addition of such a



position would enhance the overall human resource management processes and support the department's growth and development.

The report also addresses other critical budget components, including contracted services, education and training, general office and administration, operating equipment, sales of service, and grants. These areas have their own specific challenges and anticipated budget increases, which have been analyzed and estimated.

Discussion ensued regarding the hiring of a Human Resources manager. Ms. Trentadue requested more information on the position, given the significant impact to the budget. Furthermore, Ms. Trentadue enquired into how the Board and department can understand budget best practices amongst other jurisdictions in the province. Ms. Dairon explained that the BC finance group meets on a regular basis to discuss best practices.

Mr. Hart recommended that some time be scheduled in November with Police Board and City Council in regards to police budget.

Mayor Johnstone briefly touched upon vacancies and asked if the Board can be given a comparison of how we compare to our cohort in terms of vacancies. Chief Constable Jansen will endeavour to provide this information, however, noted that it may be challenging to obtain this information for operational reasons.

Mayor Johnstone stated that there is an opportunity for public engagement, and that the Board should discuss how they may wish to proactively address this in the future. Ms. Finnigan asked for clarity around the community engagement team at City Hall should be engaged regarding the NWPB 2024 budget. Mayor Johnstone responded that the messaging should include that the New Westminster Police Board wishes to have some more deliberative consultation with the public concerning the 2024 draft police budget.

Mayor Johnstone suggested that September would be a good time to meet with City Council to discuss the 2024 police budget, with a second follow-up meeting taking place in November to present the 2024 provisional budget. At a third meeting, in November, would take place for the final Board approval of the provisional budget.

### **MOVED AND SECONDED**

THAT City Council be engaged to schedule joint meetings with the Police Board in September 2023, and November 2023, to discuss the 2024 Police Budget.

**CARRIED**

### **3.2 Report on NWPB Overtime**

Overtime compromises approximately \$900,000 of the annual police budget.

The report provided to the Board gives an overview of the main categories which contribute to overtime, the circumstances one would accrue overtime within those

categories, and some explanation or comment on the available control that the department has on mitigating overtime.

The report reflects five broad categories of overtime:

1. **Training pay** – This collectively bargained benefit provides straight-time compensation to sworn members who are required to attend training on a regular day off. This method of payment was agreed upon as compensation for four mandatory training days that sworn members are required to attend over the course of a year. This type of expense is managed to the best of our abilities by scheduling staff to attend training when working if viable but in a public service that must have 24/7 operational staff working some day off training and thus compensation is required.
2. **Court Pay** – This collectively bargained benefit provides compensation for sworn members who are required to attend court while off-duty. There is no control on this process. When a trial is set by a judge, members must attend. The courts and department provide availability to the trial scheduler to mitigate this expense but the department has no ultimate say on when a staff member will appear in court, that is a judge's decision.
3. **Stand-by Pay** – This collectively bargained benefit provides compensation to staff who are required to be on stand-by while off duty. Currently this only applies to a few members of the Department (Major Crime Unit as an example). This benefit pays staff one hour of straight time for every eight-hour period spent on stand-by. There is little ability to limit this expense, short of hiring more staff and moving towards 24-hour on-duty coverage.
4. **Shift–Extension Overtime** – This collectively bargained benefit provides compensation to staff who are required to work beyond their regular scheduled shift. The reality of policing is that once an individual's shift has concluded, they are not always able to walk away from some files. If you arrest or are investigating an incident at shift change you may have to stay to complete the required processes. There is limited ability to eliminate this.
5. **Callout Overtime** – This collectively bargained benefit provides compensation to staff who are called back or are required to work on a regular day off. This benefit can be applied to a number of different non-discretionary overtime scenarios, including specialty unit callout for a serious crimes after hours (Major Crime, Forensic Ident etc.), callout to support a patrol shift that is running below its minimum strength. There is little ability to limit this expense short of hiring more staff to ensure that all positions are staffed 24-hours a day, or patrol shifts have extra resources to offset unexpected vacancies.

Finance currently provide a monthly update to the Senior Leadership Team by way of an overtime report. This document provides an overview of overtime spending broken down by unit and between sworn and civilian staff. It also provides information on the previous two weeks spending along with a year-to-date comparison for the previous year.

While the majority of this budget item falls under non-discretionary overtime for operational needs, the Senior Leadership Team is currently reviewing options with the

Finance Department to determine if more granular information can be captured using current payroll and finance systems without adding additional workload to staff so that further analyses and assessment can be made.

Ms. Trentadue thanked Chief Constable Jansen for the report and noted that she would like to see the overtime report on a consistent basis, allowing the Board the ability to monitor the impact of not having enough police officers. Ms. Trentadue further noted that the City of New Westminster does not allow for departments to build a contingency in the same way that neighbouring cities do. Ms. Dairon echoed that there are currently no reserve funds, and that there are no accounting standards against having reserves.

Chief Constable Jansen stated that an overtime report will be provided to the Board on a regular basis.

Received for information.

### **3.3 GOVERNANCE: Governance Manual Review**

The New Westminster Police Board has created a governance manual to guide its operations, of which a review is conducted yearly. Upon review this year, the Board identified several areas that require attention, such as diversity and equity, board member descriptions, committee establishment, and various key governance processes. The Board ultimately agreed that the Board should engage a governance consultant to review and update the governance manual.

This manual plays a crucial role in supporting the work of an independent civilian oversight body, overseeing the interactions between the police and the community they serve.

It was recommended that the Board establish a small committee comprising of Board members, supported by staff, to oversee the review and amendment process. This committee should engage the expertise of a governance consultant to guide and assist in the development of a high-quality manual. By leveraging the insights and perspectives of both the Board members and the consultant, the Board can create a comprehensive and effective manual that strengthens the Board's important work.

#### **MOVED AND SECONDED**

**THAT** the New Westminster Police Board engage a Governance Consultant: The Board hire an external governance consultant with expertise in police oversight to lead the review, analysis, and amendment of the manual; and

**THAT** the New Westminster Police Board establish a Governance Committee comprised of Board members with an NWPB representative. This committee would be responsible for overseeing the review and amendment process, utilizing the expertise of external experts to ensure a robust and well-rounded manual.

**CARRIED**

#### **4. NEW BUSINESS**

##### **4.1 Notice of E-Comm AGM**

Ms. Dyer provided the proxy form to E-Comm this morning, June 20<sup>th</sup>, 2023, confirming that Mr. George Madden of the GVTAPS Board would be the designated proxy for the New Westminster Police Board.

Received for information.

##### **4.2 Correspondence from City Council, dated June 19, 2023**

Mayor Johnstone spoke to the correspondence received from City Council regarding police budget and safety, explaining that it is the result of a larger resolution that came to council.

At the City Council meeting on May 29, 2023, New Westminster City Council passed a motion with the following resolution:

**THEREFORE BE IT RESOLVED THAT** New Westminster City Council writes to the Police Board requesting to engage in collaborative dialogue about the 2024 Police Budget on an ongoing basis beginning in spring 2023.

On June 12, 2023, New Westminster City Council passed a motion with the following resolution:

**BE IT RESOLVED** that Council request an urgent meeting with the New Westminster Police Board to develop a joint strategy and determine what additional initiatives can be immediately implemented to ensure our streets remain safe from further violent crime.

Mr. Lalonde spoke to the motions, noting that these are large problems, such as ‘random violence’. This will require a lengthy discussion on strategies moving forward and it is important that the expectations of City Council are tapered. Mr. Lalonde further noted that this type of crime is going to continue with or without a police strategy. The impetus for these issues are out of police control, such as legalizations of personal amounts of drugs, which has been mandated by provincial and federal government. The same applies with interpersonal spontaneous crime with very little that the police can do. Mr. Lalonde explained that there needs to be a discussion with the community beyond council and

police, and will be a multi-year strategy. Mr. Lalonde reminded the Board that their mandate is not to influence operations, as this responsibility lies with the Chief Constable.

The Board was in agreement that this is part of a larger problem and recognized the importance of refraining from reacting impulsively.

Ms. Trentadue suggested that City Council's concerns be addressed by inviting Council to provide input and an opinion on the police department's strategic plan update.

Discussion ensued. The Board agreed that a response be provided to City Council detailing the updated strategic plan process, with an invitation to provide input and the priorities that they wish for the police board to consider.

**MOVED AND SECONDED**

**THAT** The New Westminster Police Board respond to City Council's request, and invite City Council to provide input or dialogue on Council's priorities in regards to policing, for the consideration of the Police Board.

**CARRIED**

**ADJOURNMENT of Regular Meeting**

Chair Johnstone adjourned the meeting at 1105.

**Next meeting**

The next meeting will take place on Tuesday, 18 July, 2023, with the location to be determined. Details can be found at the New Westminster Police Department Website: <https://www.nwpolice.org/inside-new-westminster-police-department/police-board/>

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PATRICK JOHNSTONE  
CHAIR

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DAISY DYER  
RECORDING SECRETARY

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# New Westminster Police Department

PROTECTED A

July 10, 2023

Crime Type Category <sup>1</sup>	2023 May	2023 June	June 3YR Avg	YTD 2021	YTD 2022	YTD 2023	YTD 3YR Avg	% Change 2023-2022
<b>Persons Offences</b>								
HOMICIDE	0	0	0	2	0	0	1	N/A <sup>2</sup>
ATTEMPTED HOMICIDE	0	0	0	1	2	0	1	-100%
SEXUAL ASSAULTS	6	3	5	31	32	35	33	9%
ASSAULT-COMMON	44	45	33	167	164	199	177	21%
ASSAULT-W/WEAPON OR CBH	9	14	15	85	73	72	77	-1%
ASSAULT-AGGRAVATED	0	1	0	3	3	6	4	100%
ROBBERY	5	9	5	26	21	39	29	86%
<b>Total Monitored Persons Offences</b>	<b>64</b>	<b>72</b>	<b>58</b>	<b>315</b>	<b>295</b>	<b>351</b>	<b>320</b>	<b>19%</b>
<b>Domestic Violence</b>								
DOMESTIC VIOLENCE	32	23	43	304	314	227	282	-28%
FAMILY VIOLENCE	19	15	19	125	127	97	116	-24%
<b>Property Offences</b>								
BREAK & ENTER-BUSINESS	10	6	10	127	84	47	86	-44%
BREAK & ENTER-RESIDENCE	5	11	6	22	36	40	33	11%
BREAK & ENTER-OTHER	10	9	8	35	33	44	37	33%
THEFT OF VEHICLE	6	13	11	59	75	64	66	-15%
THEFT FROM VEHICLE	52	55	56	439	341	281	354	-18%
THEFT-OTHER OVER \$5000	0	1	1	4	8	9	7	13%
THEFT-OTHER UNDER \$5000	46	65	47	177	206	261	215	27%
MISCHIEF OVER \$5000	1	0	1	6	5	7	6	40%
MISCHIEF \$5000 OR UNDER	48	47	42	280	240	244	255	2%
<b>Total Monitored Property Offences</b>	<b>178</b>	<b>207</b>	<b>181</b>	<b>1149</b>	<b>1028</b>	<b>997</b>	<b>1058</b>	<b>-3%</b>
<b>Traffic Offences</b>								
<b>Collisions</b>								
COLLISION-FATAL	0	0	0	0	2	2	1	0%
COLLISION-NON-FATAL INJURY	7	3	5	45	39	36	40	-8%
COLLISION-ALL OTHERS	41	37	41	198	303	244	248	-19%
<b>Total Collision Offences</b>	<b>48</b>	<b>40</b>	<b>46</b>	<b>243</b>	<b>344</b>	<b>282</b>	<b>290</b>	<b>-18%</b>
<b>215   Impaired</b>								
215 ALCOH-24HR & DRUG	3	6	4	24	14	19	19	36%
215 ALCOH IRP FAIL & REFUSE ASD-90 DAY	8	15	16	70	82	78	77	-5%
215 ALCOH IRP WARN	5	8	5	23	27	35	28	30%
IMPAIRD OP MV (DRUGS & ALCOH)	10	10	11	46	90	56	64	-38%
<b>Weapons Offences</b>								
WEAPONS	8	6	6	43	29	36	36	24%
<b>Other Non-Criminal Offences</b>								
BYLAW	25	25	23	159	123	140	141	14%
FALSE ALARMS	57	88	87	346	464	398	403	-14%
MISSING PERSONS	26	19	23	119	135	114	123	-16%
MENTAL HEALTH RELATED	31	29	55	465	280	228	324	-19%
DISTURBED PERSON/ATT SUICIDE	29	21	44	343	263	202	269	-23%
SUDDEN DEATH	13	12	20	86	71	72	76	1%
DOMESTIC DISPUTE-NO ASSAULT	35	27	34	225	184	226	212	23%

<sup>1</sup> The above statistics were extracted from LMD PRIME, General Occurrences (GOs) with CCJS Status: <>A (all files except unfounded) or B:Z (founded). Please note that the figures reflect police records as of the day the data was originally extracted; therefore, the figures may have changed over time. The PRIME data was last reviewed on: 2023-07-10. Please contact the New Westminster Police Department - Criminal Intelligence Unit for more information.

<sup>2</sup> Undefined. Percent Change = ((new value – initial value / initial value) x 100). Division by zero is division where the divisor (denominator) is zero, where the expression has no meaning; therefore, division by zero is undefined.

# Unbiased Policing

**AE55**

**Effective: July 2023**

**AE55**

## **Risk Assessment: High**

### **POLICY**

1. All New Westminster Police Department Employees have a duty to deliver services impartially and equitably, in a manner that upholds human rights, and without discrimination based on race, national or ethnic origin, colour, religion, age, sex, sexual orientation, marital status, family status, disability, gender identity and expression, political beliefs, types of employment, or economic or social standing.
2. The NWPD is committed to providing services in a culturally safe, responsive, and trauma-informed manner

### **REASON FOR POLICY**

3. To outline expectations regarding the duty of NWPD Employees to deliver unbiased services to the public.
4. To ensure compliance with Provincial Policing Standards regarding Equitable and Unbiased policing

### **PROCEDURES**

#### **Promoting Unbiased Policing**

5. Assigned Employees will review and amend Administrative and Operational policies in accordance with “Policy AA60 – Policy Review and Maintenance”.
6. The following policies will be examined annually to ensure consistency with legislative amendments, and applicable case law related to equal treatment, protection and benefit under the law, including the Canadian Charter of Rights and Freedoms:
  - a) OD80 - Arrest and Release
  - b) OD65 - Investigative Detention
  - c) OD140 – Statements

- d) OD120 - Search
  - e) OD130 - Seizure of Property and evidence
  - f) OB235 - Street Checks
  - g) OD170 - Police Warnings
7. NWPDP Policy OI130 – Care and Control of Prisoners will ensure the following procedures governing personal searches are in place that incorporate the right to equal treatment, protection and benefit under the law, including the Canadian Charter of Rights and Freedoms and the obligations of police that, at minimum:
- a) provide direction on recognizing and handling items of cultural or religious significance in a culturally sensitive way;
  - b) provide direction on accommodations to be offered and/or made when conducting searches, in a manner that is responsive to the gender identity or expression of the person being searched; and
  - c) outline criteria and procedures for conducting, authorizing, documenting, and monitoring the use of strip searches and internal searches.
8. Employees will provide services likely to involve persons in vulnerable circumstances in compliance with the following policies:
- a) OB90 - Domestic Violence Investigations
  - b) OB220 - Sexual Offence investigations
  - c) OB185 - Sex Work Enforcement
  - d) OM30 - Child and Youth Resource
  - e) OD180 - Young Persons
  - f) OD120 - Hate Bias Crimes
  - g) OD160 - Vulnerable Groups
  - h) OM25 - Mental Health Intervention
  - i) OB110 - Overdose Response
  - j) OB115 – Decriminalization of Controlled Substances
  - k) OB180 - Missing Persons
  - l) OB235 - Street Checks
  - m) OB400 - Amber Alert
  - n) OB50 - Child Protection Investigations
  - o) OB50 - Parental Child Abduction
  - p) OD260 - Special Communication Needs
  - q) OK150 - ViCLAS
  - r) OH20 - Use of Force
  - s) OM50 - Victim Assistance
  - t) Guideline - Sanctuary City



9. The NWPDP will seek and consider the views of persons impacted, or relevant service providers or advocates of those impacted, in developing or making significant changes to the procedures or guidance referred to in paragraph 8.
10. NWPDP Policies OB90 – Domestic Violence Investigations and OB2230 Sexual Offence Investigations will be maintained in a manner that is consistent with the Provincial policy on relationship violence and include trauma-informed practices.
11. NWPDP Policy O185 - Sex Work Enforcement will be maintained in a manner that is consistent with the BC Association of Chiefs of Police Sex Work Enforcement Guidelines.
12. NWPDP Policy OM25 – Mental Health Intervention will be maintained in a manner that is consistent with emphasize de-escalation, integrated and collaborative approaches between police agencies and health authorities, and consider evidence and best practices outlined in the BC Government Interfaces between mental health and substance use services and police toolkit.
13. NWPDP Policy OM50 – Victim Assistance will include requirements that employees provide victims of crime with information and services, including referrals to victim services, in keeping with the obligations of police under the Canadian Victims Bill of Rights and the Victims of Crime Act and in a culturally appropriate manner, as appropriate to the circumstances.
14. NWPDP Policy OB220 - Sexual Offence investigations will contain provisions that allow the NWPDP to accept and support third party reports by community-based victim services on behalf of adult victims of sexual assault.
15. NWPDP Policy OD260 – Special Communications Needs will contain procedures guidance to members governing the decision to use, and how to access interpreters or translation services to provide services in other languages spoken in the area served. This policy will also ensure the use of interpreters in taking statements is consistent with the Memorandum of Understanding on disclosure, signed between the BC Prosecution Service, the Public Prosecution Service of Canada (BC), and all police agencies in British Columbia.
16. NWPDP Policy AD50 – Audits and Quality Control will allow for monitoring for systemic inequities in NWPDP service delivery, by ensuring an analysis of at least one of the following types of records at least once a year, disaggregated by ethnicity, and gender or sex of subjects:
  - a) Subject –Behaviour-Officer-Response (SBOR) reports;
  - b) Prisoner Booking Records;
  - c) Other records as identified by the Police Board

17. All reports on the audit(s) conducted under paragraph 16 will be provided to the Police Board.
18. A copy of all reports on the audit(s) conducted under paragraph 16 will be submitted to the Director of Police Services within 60 days after being received by the Police Board. Said report(s) will also contain a summary of any action(s) planned or taken by the Police Board in response to the results.
19. NWPDP Policy AC140 – Police Act Investigations will contain written policy governing the response to Service and Policy complaints requiring consideration of whether the complaint includes allegations of discriminatory policies or practices when determining which course of action permitted by section 171 (1) of the *Police Act* is necessary to respond adequately to a complaint. This will include at minimum whether to refer the matter to the Chief Constable as permitted by sub-section (a), or to initiate a study or investigation as permitted by sub-section (b) or (c).

### **Community Engagement**

20. The NWPDP will maintain a community relations component to liaise, build relationships and ensure communication, with community representatives, service providers or advocates reflective of the demographic makeup of the community.
21. The NWPDP will provide information to its employees about New Westminster which will include the following:
  - (a) its demographic makeup;
  - (b) local First Nation communities and elected and traditional leadership;
  - (c) the history, traditions, and laws of the local First Nations, including the history and legacy of police relations with the local First Nations and Indigenous communities; and
  - (d) key services and resources available through other public and social service agencies (e.g. services and resources relating to assisting persons living or relying on public spaces, support for specific groups).
22. The NWPDP will provide information to the Police Board which will include the following:
  - (a) the demographic makeup of the area served by the police force;
  - (b) the local First Nation communities and elected and traditional leadership;
  - (c) the history and current status of Indigenous peoples, including the history and legacy of police relations with Indigenous peoples in British Columbia; and
  - (d) the history, traditions, and laws of the local First Nations, including the history and legacy of police relations with the local First Nations)and Indigenous communities.

23. The information provided in paragraphs 21 and 22 is, where possible, developed with input from, or delivered in collaboration with, relevant groups to whom the information refers. This information shall be periodically reviewed and updated to ensure its relevance and accuracy. This information will also be provided in a manner that is conducive to fostering relationships, building, ongoing learning, and where possible experiential learning.
24. The NWPDP will ensure processes are in place to seek input on the priorities, goals and objective for policing the community of New Westminster, including from:
- a) Municipal council;
  - b) Indigenous leaders;
  - c) school districts;
  - d) community organizations and groups (including advocacy groups, faith-based organizations, Indigenous organizations);
  - e) members of the public;
  - f) the business community
25. At a minimum of every three years, the NWPDP will conduct a survey of citizen satisfaction with and attitudes towards the Department. This survey will be conducted in compliance with Public Safety Canada's standardized metrics endorsed by the Canadian Association of Chiefs of Police, in a manner that supports accessibility and mitigates systemic barriers to participation.
26. The NWPDP will ensure the performance management tool for the evaluation of JIBC police recruits by field training officers includes consideration of the knowledge, skills, and abilities related to community relationship building, including with marginalized, racialized, or vulnerable persons.

### **Promoting Diversity within the NWPDP**

27. The NWPDP shall ensure hiring, promotion, and retention policies and practices are non-discriminatory, free of systemic barriers, and include strategies related to increasing and maintaining diversity in the police force.
28. The NWPDP shall ensure its recruitment materials depict gender equity and culturally diverse representation.
29. The NWPDP shall ensure it engages in targeted recruitment activities to attract under-represented groups
30. The NWPDP will monitor the diversity within the police force in relation to the community, including at a minimum sex and ethnicity variables.

31. The NWPD shall ensure the promotion of a work environment in which all individuals are treated with respect and dignity, including written policy that prohibits bullying or any form of harassment, including sexual harassment.
32. The NWPD shall ensure it has processes in place to support the reporting and investigation of workplace bullying or harassment.

# Recognition and Commendations

AC10

Revised: July 2023

AC10

## Risk Assessment: Low

## POLICY

- ~~1. It is the policy of the New Westminster Police Department (NWPD) to recognize the extraordinary efforts of sworn members, civilian members and the public.~~
1. The New Westminster Police Department (NWPD) will recognize outstanding service and meritorious conduct by its employees and members of the public. All NWPD staff, members of the public and external agencies working in partnership with the NWPD are eligible for this recognition.
2. NWPD Employees may recommend any person for a commendation by following the Commendation Submission Guidelines.

# ~~Policy Maintenance~~

## Administration of Policies and Procedures

AA60

Revised: July 2023

AA60

**Risk Assessment: Low**

### **POLICY**

1. The New Westminster Police Department (NYPD) ~~is committed to~~ will establish Policies and Procedures.
2. The NYPD will ~~developing and maintaining~~ administer Policy and Procedures consistent with the British Columbia Police Act and the Provincial Policing Standards for Municipal Police Departments in British Columbia.

# Mental Health Intervention

OM25

Revised: June 2023

OM25

## RISK ASSESSMENT: High

## POLICY

1. The New Westminster Police Department (NWPD) will provide a Mental Health Intervention function that will:
  - a) Monitor persons in the community, who as a result of a mental health illness have excessive contact with police.
  - b) Work with community mental health outreach and care teams, probation, corrections, crown counsel and other community partners to develop strategies to reduce incidents of crisis by using de-escalation, integrated and collaborative approaches.
  - c) Consider evidence and best practices outlined in the BC Government *Interfaces between mental health and substance use services and police* toolkit.
  - d) Provide real-time support to patrol officers dealing with persons with apparent mental health issues when requested.

## REASONS FOR POLICY

2. To enhance the NWPD's response to individuals in the community suffering from mental illness.
3. To ensure compliance with Provincial Policing Standards regarding Equitable and Unbiased Policing

## PROCEDURES

### Responsibilities

3. Work with the training section to develop continuing education for new recruits and

General Duty members. Training emphasizes symptom recognition, officer safety, methods of de-escalation and program awareness.

4. Be a leader in inter-agency forums and work with various community partners on an ongoing basis, in order to foster good relations, problem solve for clients and increase consistency between the police and health care response to mutual clients.
5. Operate in a liaison capacity with Fraser Health to address systemic issues. Examples of systemic issues are: mental health warrant procedures, access to information for hospital missing person reports, officer safety at hospital, and policies surrounding freedom of information.
6. Participate in the British Columbia Association of Mental Health Liaison officers. This facilitates more effective case management of individuals who cross borders and ensures the MHIC stays up to date on best practices in policing and mental health.
8. Generate and maintain Canadian Police Information Centre (CPIC) Special Interest to Police (SIP) entries, Computerized Automated Dispatch (CAD) hazards, and PRIME flag records for chronic mental health persons. Information includes officer safety considerations, mental health background and worker contacts, as well as, police engagement strategies to further assist patrol officers in dealing with the subject.
9. Participate in a multi-agency quarterly meeting with Royal Columbian Hospital in order to reduce hospital wait times for mental health apprehensions.
10. Provide community presentations about the police response to persons with mental health issues, risk management, and crisis de-escalation techniques.

### **File Management**

11. All reports involving police contacts with persons with mental health issues shall be forwarded through to the Mental Health Unit (MHU) for monitoring and intervention purposes by using the study flag “b”. If a member is requesting a follow-up it shall be noted in the General Occurrence (GO).
12. Flagged files arrive in the mental health queue as a “notify”. This queue is reviewed by the MHU on a daily basis. Cases will be then triaged based on the level of risk posed by the subject and the volume and frequency of police contacts generated.



13. The MHU will notify the member of any follow-up conducted in relation to the file. The MHU will also send out regular email updates, and attend parade briefings to keep members updated on the most recent strategies and interventions implemented.
14. The MHU will assist members as needed for risk assessment, background bail text pages, referrals to forensics, liaising with crown counsel, follow up with NW mental health, and general file direction.
15. In certain instances the MHU will consider assuming file responsibility from members. If this occurs, it will be in consultation with the investigating member and the appropriate supervisor.
16. The MHU records and maintains a monthly spreadsheet with all applicable information related to mental health files and calls.



	Civilian Overtime								
	2023 Annual Budget	YTD Budget	YTD Actual	Recovery Via Grants	Adjusted YTD	YTD Variance	Budget Remaining	Last 2 weeks	2022 Prior YTD Actual
Management	1,000	514	-		-	514	1,000	-	-
Admin/Finance	7,000	3,605	3,425		3,425	180	3,575	1,463	870
Admin Services	18,000	9,271	12,942		12,942	(3,671)	5,058	872	11,388
Records Services	62,000	31,934	42,107		42,107	(10,172)	19,893	4,100	26,481
Community & SR	3,000	1,545	257		257	1,288	2,743	-	1,551
Victim Services	9,000	4,636	8,820		8,820	(4,185)	180	775	3,949
	<b>92,000</b>	<b>47,386</b>	<b>64,126</b>	-	<b>64,126</b>	<b>(16,740)</b>	<b>27,874</b>	<b>5,747</b>	<b>43,370</b>
Major Crime	4,000	2,060	3,148		3,148	(1,088)	852	-	716
Forensic Ident	5,000	2,575	2,018		2,018	557	2,982	-	3,575
	<b>9,000</b>	<b>4,636</b>	<b>5,166</b>	-	<b>5,166</b>	<b>(531)</b>	<b>3,834</b>	-	<b>4,290</b>
<b>Total Civilian Overtime</b>	<b>109,000</b>	<b>56,141</b>	<b>72,718</b>	-	<b>72,718</b>	<b>(16,577)</b>	<b>36,282</b>	<b>7,210</b>	<b>48,530</b>
<b>Total NRPD OT - Excluding Secondments</b>									
	<b>852,000</b>	<b>438,837</b>	<b>504,086</b>	<b>37,625</b>	<b>466,461</b>	<b>(27,624)</b>	<b>385,539</b>	<b>36,450</b>	<b>394,332</b>



# New Westminster Police Department

## REPORT

**To:** Mayor Patrick Johnstone and Members of the New Westminster Police Board      **Date:** July 25, 2023

**From:** Inspector Andrew Perry      **Item #:**

**Subject:** Review of Policy and Procedures - Use of force options on members of the public, specifically children/youth for demonstration purposes only

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### **RECOMMENDATION**

*That the New Westminster Police Board approve the changes made to policy OH20 – Use of Force and receive the changes made to the procedures in policy AB210 - Code of Administrative Conduct as information only.*

### **PURPOSE**

The purpose of this report is to inform members of the New Westminster Police Board (the Board) of the New Westminster Police Department's (NWPD) review of NWPD policies/procedures to determine the current policy/procedures that address NWPD members using force options (ie. handcuffs) on members of the public, specifically children/youth for demonstration purposes only. In addition, to inform the Board of the changes made to the NWPD policy/procedures to provide specific direction on this matter.

### **BACKGROUND**

In response to the Board's inquiries, the NWPD conducted a comprehensive review of its current policies and procedures concerning the use of force. This review encompassed an analysis of the existing policy, training protocols, relevant case law, and legal authorities. The primary emphasis was on examining policies or procedures that pertain to NWPD officers employing force options during demonstrations, particularly when involving children or youth.

## **REVIEW OF CURRENT POLICIES AND PROCEDURES**

The following policies and procedures were reviewed:

1. AB210 - Code of Administrative Conduct – Last revised April 2022:

Does not address the issue.

2. OH20 – Use of Force – Last revised April 2023:

“21. Members shall not handcuff a child who is apparently under the age of 12 unless:

- a) all other options have been exhausted or assessed by the member as inappropriate (e.g., verbal communication, de-escalation strategies); and
- b) the member reasonably believes that the child must be restrained in order to prevent immediate harm to the child or others,”

3. OI30 - Care and Control of Prisoners – Last revised April 2023:

“151. Prisoners identified as a “Child” under the Youth Criminal Justice Act (under the age of 12 years old) shall not be lodged in NRPD cells.”

## **REVISIONS**

The following revisions have been made to these policies:

1. **OH20 – Use of Force:**

- a) Under “Reason for Policy”, the following has been added:

“4. The purpose of this policy is to:

- i) Ensure Members understand when use-of-force tactics can and cannot be used for demonstrations purposes for the public.”

- b) Under procedures, the following has been added:

“Use-of-Force Demonstrations for the Public”

99. Members will not use or display force options or use prisoner control tactics (ie. Handcuffs, detaining in the rear of police vehicle, etc.) for demonstration purposes on a “Child” under the age of 12 years old.

100. Members will not use or display force options or use prisoner control tactics involving a “Young Person” between the ages of 12-17 for demonstration purposes unless it is done with the Young Person’s and their parent/guardian’s consent during an event which has been pre-approved by the member’s Divisional Manager, Deputy Chief Constable or Chief Constable (ie. Student Police Academy, Soccer School).”

## 2. AB210 - Code of Administrative Conduct:

Under procedures, the following has been added:

### “Use-of-Force Demonstrations for the Public”

41. Members will not use or display force options or use prisoner control tactics (ie. handcuffs, detaining in the rear of police vehicle, etc.) for demonstration purposes on a “Child” under the age of 12 years old.
42. Members will not use or display force options or use prisoner control tactics involving a “Young Person” between the ages of 12-17 for demonstration purposes unless it is done with the Young Person’s and their parent/guardian’s consent during an event which has been pre-approved by the member’s Divisional Manager, Deputy Chief Constable or Chief Constable (ie. Student Police Academy, Soccer School).

(See also: OH20 – NWPD Use of Force Policy)”

## **OPTIONS**

- 1) That the Board approve the changes made to policy OH20 - Use of Force under reasons for policy.
- 2) That the Board receive the changes made to policy OH20 - Use of Force under procedures as information only.
- 3) That the Board receive the changes made to policy AB210 - Code of Administrative Conduct under procedures as information only.
- 4) That the Board provide further direction on any of these options.

**RECOMMENDATION**

*Staff recommend that the Board approve options 1, 2 and 3.*

This report has been prepared by:



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Inspector Andrew Perry

## Daisy DYER

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**From:** Barton, Taryn <Taryn.Barton@transitpolice.bc.ca>  
**Sent:** Monday, June 26, 2023 2:38 PM  
**To:** Rhonda Hnatiuk; Daisy DYER; Jaclyn Addison; Donna Macey  
**Cc:** Madden, George  
**Subject:** E-Comm AGM Update and Annual Report - Message from George Madden to Police Boards

### This Message Is From an External Sender

This message came from outside your organization.

*Good afternoon - Please forward the message below from George Madden to your respective Police Boards.*

*Thank you.*

*Taryn*

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### ***The following message is being sent on behalf of George Madden:***

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Dear 'Syndicate' Colleagues:

I attended, as your 'Syndicate' Nominee, the AGM and Board Meeting of E-Comm 911 in Burnaby last Thursday morning. A full half of the 22 Board Members were new to the organization and attended their first Board Meeting. As I have mentioned in my notes to you in the past, the governance structure is cumbersome and continues to be so - but there is no obvious light at the end of the tunnel to make changes to the Board structure.

At the AGM, the Annual Report for 2023 was presented along with some words from Chair, Doug Campbell. Certainly in the past year as the Nominee for our 'Syndicate' of Independent Police Boards (Abbotsford, New Westminster, Port Moody, West Vancouver – and of course MVTP) there has been significant change with a sharp focus by the Board on ensuring management is leading a 'course-correction' which is now well underway.

Both an operational and technological transformation is taking place to address the long standing issues which quite frankly should have been addressed several years ago. Having said that, the proof will be in the measurable outcomes in the months ahead but at the moment, the trend is towards hitting the various performance goals. This summer will be a big test. I can assure you that as your Nominee I am vocal at the Board Meetings around policy and operational initiatives plus creating a dialogue with staff on how to ensure proper and accurate information is getting to each of our respective Boards. One year into my term I hope you feel better informed.

Here is the link to the 2023 Annual Report. It is relatively short (11 pages) and I hope you will take five minutes to read through the material to give you a baseline as to the past year plus a bit of roadmap for the coming year. I will continue to send you the regular monthly 'Updates' on performance and I am here to have E-Comm 911 management visit with your individual Board should you wish.



Additionally, if you have not booked a tour of the E-Comm 911 Operations Centre located adjacent to the PNE site, let me know and I can facilitate such a tour, along with a presentation by senior leadership. Now, here is the link to the 2023 Annual Report:

<https://www.ecomm911.ca/wp-content/uploads/2023/06/E-Comm-Annual-Report-2022.pdf> [ecomm911.ca]

Best wishes

George

**George Madden**  
**Board Member & Governance Committee Chair**



[transitpolice.ca](http://transitpolice.ca) [[transitpolice.bc.ca](http://transitpolice.bc.ca)]

300 – 287 Nelson's Court  
New Westminster, BC V3L 0E7

**Text non-emergency reports to [87-77-77](tel:877777) [[translink.ca](http://translink.ca)]**

**Transit Police is committed to maintaining order, promoting safety and reducing crime on the transit system in Metro Vancouver.**

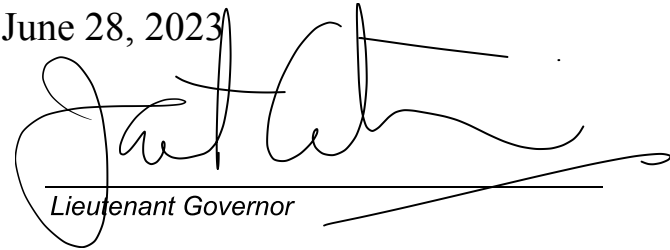
*I acknowledge, honor and respect the traditional and unceded territory and ancestral lands of the Coast Salish Peoples – within Metro Vancouver the x<sup>m</sup>məθk<sup>w</sup>əyəm (Musqueam), Skwxwú7mesh Úxwumixw (Squamish), səlilwətaʔ (Tsleil-Waututh), qíćəy (Katzie), k<sup>w</sup>ik<sup>w</sup>əłəm (Kwkwetlem), Qayqayt and numerous Stó:lō Nations whom have maintained stewardship to these lands since time immemorial.*

PROVINCE OF BRITISH COLUMBIA

ORDER OF THE LIEUTENANT GOVERNOR IN COUNCIL

Order in Council No. 407

, Approved and Ordered June 28, 2023



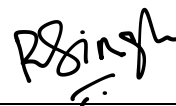
Lieutenant Governor

Executive Council Chambers, Victoria

On the recommendation of the undersigned, the Lieutenant Governor, by and with the advice and consent of the Executive Council, orders that the appointments set out in the attached Appendices A to G are made.



Minister of Public Safety and Solicitor General and  
Deputy Premier



Presiding Member of the Executive Council

*(This part is for administrative purposes only and is not part of the Order.)*

Authority under which Order is made:

Act and section: Police Act, R.S.B.C. 1996, c. 367, ss. 23 and 24

Other: OIC 269/2021; OIC 273/2021; OIC 170/2022; OIC 312/2022; OIC 313/2022; OIC 343/2022;  
OIC 393/2022

**APPENDIX A**  
**ABBOTSFORD POLICE BOARD**

- 1 Effective June 30, 2023, Gordon Larry Holloway, reappointed as a member of the Abbotsford Police Board by the municipal council of the City of Abbotsford, holds office for a term ending June 30, 2025.

**APPENDIX B**  
**CENTRAL SAANICH POLICE BOARD**

- 1 Effective June 30, 2023, the following appointments to the Central Saanich Police Board are made:
  - (a) Jim Laurie Rondeau is reappointed as a member for a term ending June 30, 2026;
  - (b) Renee Alena Johansson, reappointed as a member by the municipal council of the District of Central Saanich, holds office for a term ending June 30, 2025.

**APPENDIX C**  
**DELTA POLICE BOARD**

- 1 Effective June 30, 2023, Ian William Tait and Sharandeep Singh Oberoi are reappointed as members of the Delta Police Board for terms ending June 30, 2025.

**APPENDIX D**  
**NELSON POLICE BOARD**

- 1 Effective December 31, 2023, Lindsay Anne MacKay, reappointed as a member of the Nelson Police Board by the municipal council of the City of Nelson, holds office for a term ending December 31, 2025.

**APPENDIX E**  
**NEW WESTMINSTER POLICE BOARD**

- 1 Effective June 30, 2023, Drew Alexander Hart and Patrick Christopher Lalonde are reappointed as members of the New Westminster Police Board for terms ending June 30, 2025.

**APPENDIX F**  
**OAK BAY POLICE BOARD**

- 1 Effective June 30, 2023, Heather Emily Cochran and Andrew John Weaver are reappointed as members of the Oak Bay Police Board for terms ending June 30, 2025.

**APPENDIX G**  
**WEST VANCOUVER POLICE BOARD**

- 1 Effective June 30, 2023, the following appointments to the West Vancouver Police Board are made:
  - (a) Damineh Akhavan-Zanjani is reappointed as a member for a term ending June 30, 2025;
  - (b) Mehran Kiai and Yang Wang are reappointed as members for terms ending June 30, 2026.



*The Honour of Your Presence is Requested*

## **2023 British Columbia Law Enforcement Memorial Service**

**Date & Time:** Sunday, September 24, 2023 at 1:00 pm

**Location:** BC Legislature, Victoria, British Columbia

The annual British Columbia Law Enforcement Memorial Service is held in conjunction with the National Police & Peace Officers' Memorial Service taking place on Parliament Hill in Ottawa. The Memorial is intended to recognize the ultimate sacrifice made by law enforcement officers in British Columbia while serving their communities, their province, and their country, and to show our continued support for the families they left behind.

We anticipate a well-attended event as law enforcement officers and their families; families of the fallen; other emergency services from across the province; and members of the public pay their respects to our fallen colleagues.

If you are able to attend, please RSVP via email to [RSVP@bclem.ca](mailto:RSVP@bclem.ca) by September 11, 2023. In advance, many thanks for your consideration.

Yours truly,

*Rick Stewart*

Sergeant Major  
Surrey Police Service



# New Westminster Police Department

## REPORT *Financial Services*

**To:** Mayor Johnstone, Chair, and Members  
New Westminster Municipal Police Board  
Open Meeting

**Date:** July 25, 2023

**From:** Jacqueline Dairon  
Financial Services

**Subject:** 2024 Operational Budget Update: Risk Factors, Cost Increases, and Proposed Timeline

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### **RECOMMENDATIONS**

*That the New Westminster Police Board receive the 2024 Operating Budget Drivers and Risk Assessment Update Report for information.*

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### **PURPOSE**

The purpose of this report is to provide an update to the initial overview of potential risk factors and cost increases for the 2024 operational budget of the New Westminster Police Department (NYPD), previously presented to the New Westminster Police Board (the Board) in June 2023. Although there have been no significant changes since our meeting in June, we emphasize the NYPD's and Board's shared commitment to enhancing transparency in our budgetary procedures.

### **BACKGROUND**

This update is a continuation of the June report, offering the latest information on potential risk factors and projected cost increases for the 2024 operational budget. Based on updated information, there has been a few adjustments to our budget increase scenarios, which resulted in an updated range of 7.15% to 11.35%. In this report, we will also address specific questions raised during the previous board meeting, underscoring our commitment to transparency and stakeholder engagement.

During the last board meeting, valuable inquiries covered various topics, such as, budgeting best practices, discussions on potential operational reserves, the need for a business case supporting additional human resources staff, the budgetary impact of Secondments, overtime analysis, providing board members with historical context on the Police Budget, possible changes to proposed timelines, and enhancing public engagement efforts.

In this update, we will address these inquiries by providing relevant information, analysis, and recommendations. Our aim is to ensure a comprehensive understanding of the budgetary landscape and facilitate well-informed decision-making.

By specifically focusing on these areas of interest, we strive to address the concerns raised by board members and promote an open dialogue that enables effective collaboration and alignment of priorities.

### **SALARY AND BENEFITS**

The salary and benefits component of the Board's budget holds significant importance, accounting for approximately 80% of the overall budget (excluding seconded members' salaries and recoveries).

In 2023, the Board initiated a three-year backfill strategy. This strategy aims to address staffing needs and ensure adequate resources within the department.

The NRPD has a current budget for 114 sworn police officer FTE's (Full Time Equivalent's) who are responsible for policing New Westminster. This number is exclusive of members seconded to various integrated teams.

While the number of positions required to ensure the effective and adequate policing of New Westminster is not specifically defined under the *Police Act*, the pace of staffing is discernably disproportionate with the population growth of the City. These 114 positions themselves do not accurately reflect the number of members who are deployable. Police Academy recruits, maternity/paternity leaves, short and long-term illness count as part of this strength, but are not considered operational.

These challenges are further intensified by the recruiting challenges that police agencies in British Columbia, and across the country, are facing. During the year 2021, 10 members departed due to reasons such as retirements or resignations to other agencies. In the subsequent year of 2022, an additional 13 members left, and as of the time of writing this report, a further 5 members have also departed. Replacing these members in a timely fashion with new recruits is difficult as it takes 10+ months for a new police recruit to complete their training and be operationally deployable. Additionally, there is also increased demand on Police Academy placements from all municipal agencies, which limits the number of recruits that can be on boarded in each class.

At the time of this report, there are currently 101 of 114 members who are operational, with the following vacancies:

2. Nine police recruits
3. Two maternity/paternity
4. One suspension
5. One Leave of Absence

Based on the recent analysis of the department's five-year trends, it has been observed that the NRPD experienced a shortage of non-operational staff annually, as shown in the table below:

Table: Annual Average: Non-Operational Staff Shortage

<b>Category</b>	<b>Number of FTEs</b>
Maternity and paternity leaves	4
Police recruits at various stages of the JIBC Police Academy	9
Other extended leaves (LOA, WCB)	2.5

The department foresees an increase in maternity/paternity leaves due to our diverse hiring and improved benefits. Additionally, there is an expected rise in the annual average count of police recruits to meet our growing hiring needs, as outlined in this report. Addressing the shortage of non-operational staff is crucial for ensuring the effective functioning of the NRPD.

During the 2023 budget process, the Board approved a strategy to address the aforementioned by requesting one third of the full 15.5 FTE required, which resulted in a budget increase of \$655,000. Due to budget constraint, this proposal was reduced to \$450,000 at final budget adoption. This allowed the department time to increase capacity at a reasonable pace while evaluating leave trends with recent changes to collective agreements. This additional funding assisted the NRPD in fulfilling its current mandate without having to reduce services in order to ensure an adequate front line response.

Of the proposed salary increases there is \$655,000 allocated in 2024 to continue with the Board's three year plan.

Another factor adding uncertainty to the budget is the expiration of both the sworn member NWPOA (2022) and Civilian staff CUPE (2021) collective agreements, the anticipated increases in salary and benefits remain unknown. This lack of clarity introduces a risk to the budget, as the outcomes of these negotiations will heavily influence the department's financial commitments. The Police Departments of Surrey, Delta, and West Vancouver all have collective agreements that expire on December 31, 2024. These agreements have wage rate increases of 3.0% in 2023 and 2024; however, the agreements have a "Me Too" clause that is linked to the Vancouver Police Department's collective agreement, which expired December 31, 2022. A high and low scenario for

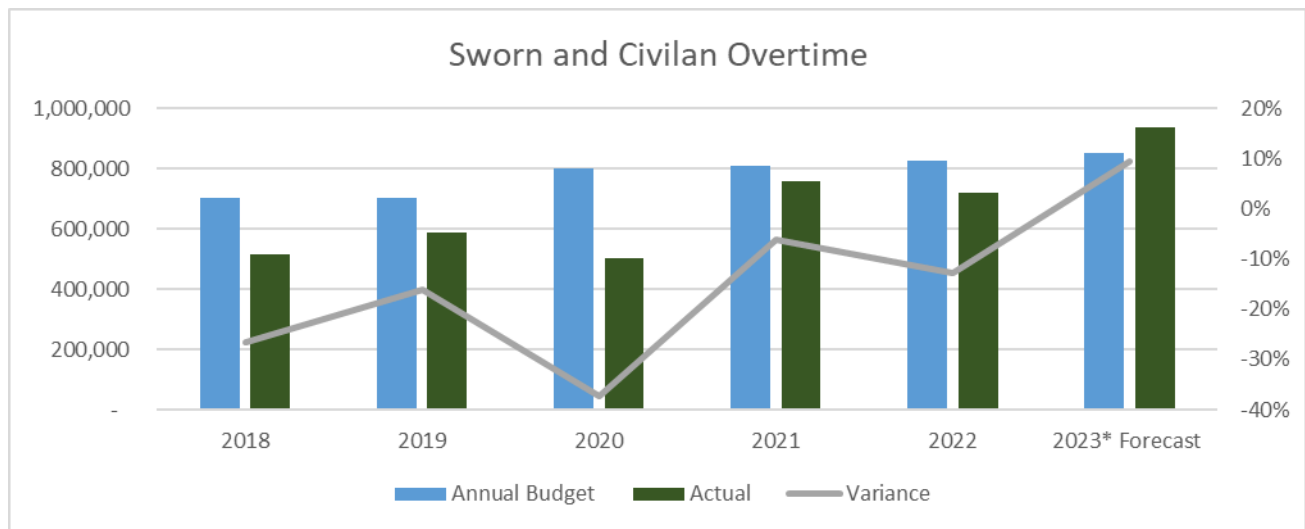


the agreements settlements have been used for this report along with increases due to position reclassifications.

Recruitment challenges persist as a significant concern for the department. The recommendation by the Province of British Columbia to transition to the Surrey Police Service (SPS), along with the Vancouver Police Department's approved budget allocation for an additional 100 sworn members, and the high vacancy rate for the RCMP in BC, intensifies competition for recruiting staff. These factors contribute to increased pressure on the budget, as efforts to attract and retain qualified personnel become more demanding and potentially costly.

**Overtime**

During the June board meeting, the topic of overtime and its variance in spending was discussed. Below we have outlined the annual budget and spending for the past five years, along with a forecast for 2023. It is important to note that the presented overtime figures exclude overtime for secondments, as this is recoverable. While the pandemic resulted in a significant variance in overtime spending, in both the years preceding and following that period, the department's average overtime expenditure was 16% under budget. However, if the current trends in overtime continue throughout 2023, we anticipate an overage of approximately 10%. As discussed previously, there was a significant and complex file in 2023 that required extensive overtime expenses. Furthermore, in order to address vacancies within the civilian group, overtime was also utilized as a means to compensate for staffing shortages.



**Enhance Human Resources Staff**

We are currently assessing our needs for trained and dedicated human resource management staff within the organization. The NWPD currently has no trained and dedicated human resource management staff except the Recruiting Coordinator, whose focus is on recruiting only. Our human resource management staff primarily consists of the Staff Sergeant and Inspector of

Administration, and when needed, assistance is sought from the City of New Westminster Human Resources staff or employment lawyers.

The Staff Sergeant and Inspector have limited training in this area and their experience has been limited to our organization. The Staff Sergeant position changes employees every 3 years, which makes it challenging to keep someone in the position who has sufficient experience to perform the role. The Staff Sergeant and Inspector positions also have other primary functions within the organization, which include a large and diverse span of control supervising/overseeing the following areas: Training, Recruiting, Finance, Information Technology, Quality Control, Court Services, Freedom of Information, Non-Emergency Call-taking, Facilities Management, PRIME and Property Services.

The NWPD has 186 full-time employees, plus 27 auxiliary staff. The standard rule is often 1.4 human resource staff for every 100 employees.

Other municipal police agencies in the lower mainland, have specific human resource staff ranging from 1-3 staff for smaller departments and 5-6 for moderate sized departments. These departments also have additional police officer positions, which provide support in the areas of training, recruiting, and wellness.

We are assessing the need for a human resource manager who can provide the expertise to lead our growing human resource management processes, develop our strategic human resource planning and enhance our equity, diversity and inclusion strategy. Current salary ranges for this position range from \$110,000-145,000 annually (does not include benefits).

The business case is expected to be completed and submitted in September 2023. The assessment will include an analysis of alternative human resource management positions.

Taking into account the potential impacts to the Salaries and Benefits as noted above, the preliminary estimates indicate a budget increase of \$2.0million to \$3.2 million for the upcoming year's Salary and Benefits budget. The next budget update in September 2023 will provide an opportunity to refine these projections and align the budget accordingly.

### **Secondments**

A Secondment refers to the temporary assignment of an employee to another organization, such as an Integrated Policing Unit.

During a Secondment, an employee is temporarily assigned to work with the Integrated Policing Unit, separate from their regular position at the NWPD. The NWPD continues to pay the employee's salary and benefits, while the Integrated Policing Unit reimburses the NWPD for these costs. The Integrated Policing Unit manages the employee's activities during the Secondment, and the ultimate goal is for the employee to return to their original position at the NWPD upon completion of the Secondment.

**Purpose of Secondments**

Secondments serve as resourcing options for integrated policing units or special projects, facilitating inter-agency mobility, providing lateral career development opportunities for employees, and strengthening the investigative expertise and capacity of the NWPDP.

From both an employee and organizational perspective, secondments offer excellent avenues for professional development and experience that may not be feasible within the scope of our city's size, range of calls, and budget constraints. They also contribute to employee recruitment and retention for the department. Additionally, secondments support integrated policing units by enabling cities to achieve economies of scale, share best practices, and deliver a level of service that would be unattainable if each function had to be funded and resourced by individual police departments.

**Integrated Policing Units**

Integrated units offer services to multiple jurisdictions. Such units may consist of officers from various police agencies or different levels of policing, including federal, provincial, and municipal. Funding for integrated units may come from more than one police jurisdiction.

**Federal Integrated Units**

Federal integrated units are primarily funded by the federal government. They comprise members from independent municipal, RCMP municipal, provincial, and federal forces. Examples of federal units that the NWPDP is involved with include:

- Integrated National Security Enforcement Team (INSET)
- Federal Serious and Organized Crime (FSOC)

**Provincial Integrated Units**

Provincial integrated units are primarily funded by the provincial government. They involve members from independent municipal, RCMP municipal, provincial, and federal forces. Examples of provincial integrated units that the NWPDP is part of are:

- Combined Forces Special Enforcement Unit (CFSEU)
- Integrated Road Safety Unit (IRSU)
- Hate Crime Task Force

**Regional Integrated Units**

Regional integrated units provide services to specific regions of the province. They comprise members from independent municipal, RCMP municipal, provincial, and federal forces. The

jurisdictions collectively bear the cost of these units based on a predetermined funding formula. Examples of regional integrated units that the NWPD participates in are:

- Emergency Response Team (ERT)
- Integrated Collision Analysis and Reconstruction Service (ICARS)
- Integrated Homicide Investigation Team (IHIT)
- Integrated Police Dog Services (IPDS)

Currently, the NWPD has 30 sworn members who are seconded to integrated policing units. This number is separate from the authorized strength of 114 members, and any increase or decrease in seconded positions does not impact the authorized strength of the NWPD.

Below is a list of the Integrated Policing Units to which the 30 NWPD members are currently seconded:

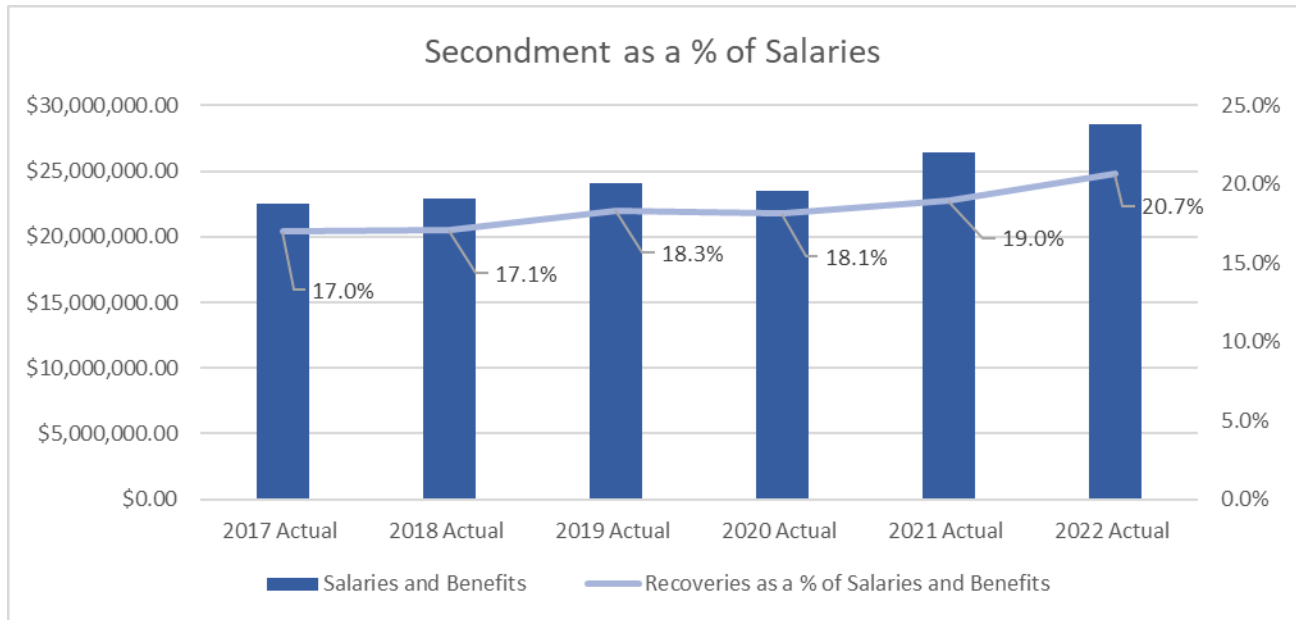
- Integrated Homicide Investigations Unit
- Municipal Undercover Unit
- Integrated Road Safety Unit
- JIBC Police Academy
- National Weapons Enforcement Team
- Integrated LMD Police Service Dog Team
- Provincial Tech Crimes Unit
- Provincial Hate Crime Unit
- Integrated Auto Theft Unit
- Combined Forces Special Enforcement Unit
- Integrated National Security Enforcement Team
- Integrated LMD Emergency Response Team
- Real-Time Intelligence Centre
- Federal Serious Organized Crime
- Integrated Collision Analysis and Reconstruction Service
- Metro Vancouver Transit Police

### **Budget Impact of Secondments**

When evaluating the police budget, it is helpful to understand secondment recoveries and how they impact the budget. The below graph outlines how secondments and recoveries have increased year over year and as a percentage of salaries. In 2017, recoveries represented 17% of the total salaries and benefits, while in 2022 they had increased to 20.7%. Recoveries increased by \$3.9million from 2017 to 2022 and are forecasted to hold a steady 20% in 2023 at about 6 million.

The impact of these recoveries is not realized within the police expense line of the City's financial statement, as the revenue is posted to general revenue for public presentation. You can view the true impact of the recoveries in the notes section of the financial statement. (Note 15: SEGMENTED INFORMATION)

The below graph outlines Secondments and Recoveries as a percentage of salaries.



To facilitate the Board's understanding of secondments and other facets pertaining to the Police Department, as well as previous budgetary considerations, two additional reports from the 2023 budgeting process have been included as appendices to this report. These appended reports explore the complex aspects of the Department, shedding light on the manner in which the current budget was formulated and determined.

**CONTRACTED SERVICES**

Contracted Services, include integrated teams such as the Emergency Responses Team (ERT), Integrated Homicide Investigation Team (IHIT), and Police Dog Service (PDS), as well as third-party services such as E-COMM, transcription, and prisoner custodial services. These accounts play a significant role in the department's budget and operational services. E-COMM fees have increased significantly in the past two year with annual increases of 20% and 28%. Specific details for budget increases with E-COMM are pending for 2024 and we will update the board once known, for this report we have applied a low and high range for estimates. Budget information for integrated teams is still pending, 2024 estimates are based on the previous five financial plans. Taking these factors into account, an approximate overall budget increase of \$290K to \$425K should be expected for Contracted Services.

**EDUCATION AND TRAINING**

One of the primary drivers of the budget for Education and Training accounts is recruitment and training costs. Given the current competitive landscape in hiring and time required to train Police officers, a proactive approach is essential.

In 2023, the Justice Institute of British Columbia (JIBC) applied a fee of approximately \$22,000 per new recruit for training, significantly impacting the budget. Accurately estimating the number of recruits needed in the next 12-24 months is an important input for effective budget planning. Year to date, the department has hired all nine of the estimated recruit hiring for 2023, with additional recruit hiring expected for the September intake. As mentioned previously, hiring needs have increased significantly; the annual 3-year hiring average from 2020 to 2022 was 14.67 members while the previous two 3-year cycles were nine members. Staffing challenges are expected to persist into the next budget cycle, to maintain authorized strength 9-12 recruits should be budgeted for.

Recruitment costs represent another significant factor driving this budget account. Recruitment costs include background investigations, medical clearance and promotional materials to attract potential staff. To fund the pressures within recruitment costs it is expected an additional \$50,000 would be required.

Careful attention to hiring and recruitment costs is imperative for effective budget management. By proactively addressing these drivers, the department can optimize resource allocation, maintain authorized staffing levels, reduce overtime, support Police officer wellness and ensure a skilled and qualified workforce to serve the community.

#### **GENERAL OFFICE AND ADMINISTRATION**

The General Office and Administration costs are largely made up of office expenses, information technology, furniture, unscheduled maintenances, consulting and legal fees. During the 2023 budget process, nominal inflationary increases were applied to these accounts. However, it has been observed that certain key accounts, specifically IT and legal expenses, are still facing budgetary shortfalls. We are estimating that an additional \$25,000 to support IT initiatives and \$25,000 to support legal fees may be required for 2024.

#### **OPERATING EQUIPMENT AND OTHER**

Operational Equipment consists of mostly equipment including firearms, firearms training and equipment levies from E-COMM. The department received a nominal inflation increase in the 2023 budget process but the price of inflation in categories such as firearms is outpacing the amount provided. Increases to E-COMM equipment levies will not be known until later in the budget cycle and cannot be forecasted at this time. It is currently estimated that these accounts will require a minimum increase of \$25,000 to keep our equipment up to date. At this time we are not proposing any increases within other costs. Increases will be funded within the current budget allotment.

#### **SALES OF SERVICE**

The Sales of Service category comprises mainly of recoveries from secondment positions, filming recoveries, police information checks, and third-party checks. For this preliminary review of 2024 budget, we are holding firm the number of Secondment positions and only proposing increased

recovery due to collective bargaining increases, which will be used to offset the additional salaries within the seconded group. The department is anticipating higher revenue from third-party checks due to pricing adjustments. Overall, we estimate that recoveries in the Sales of Service category will increase between \$430,000 and \$575,000 for the upcoming fiscal year.

## **GRANTS**

Since the June report we have received additional information regarding the current years Traffic Fine Grant which has been incorporated into the updated budget scenarios. The department has received an estimate of \$1,083,000 for 2023, this estimate is \$54K less than budget but \$73K higher than 2022. Staff believe it would be strategic for the department to adjust the 2024 budget to reflect the amount provided in 2023.

As for the GSU Grant, the federal government has committed funds to the Province, but the department has not yet received information on the next 5-year funding cycle. For this report, the estimated grant funding for GSU in 2024 is set at \$568,000, pending further updates.

## **BEST PRACTICES AND FINANCIAL RESERVES**

The finance department staff leverages their previous professional experience as a finance professional and actively participates in professional development activities through their affiliation with The Charter Professional Accountant of BC. This affiliation allows them to continually improve their skills and expand their knowledge in the finance industry, ensuring that they remain well-informed about current industry standards and best practices.

Finance staff maintains close collaboration with the City Finance staff and actively communicates with them to ensure the adoption of budgeting best practices. By working together, our goal is to enhance financial management processes and uphold fiscal responsibility throughout the organization.

In addition, staff participate in two financial groups: the Police Finance Officer of BC (PFOBC) and the Canadian Association of Chiefs of Police Finance Group (CACF Finance Group). These groups meet on a regular basis to exchange information and discuss best practices. This year, both groups are scheduled to meet in July, with the PFOBC meeting on July 19 and the CACF Finance Group meeting on July 27.

The PFOBC group mainly focuses on addressing issues faced by municipal policing agencies within BC. Their discussions revolve around finance and budget matters, including budget pressures, staffing, current trends, collaboration, advocacy, and best practices.

The CACF Finance Group is less concerned with regional details of police finance. Instead, they discuss higher-level policing trends and how they can impact our police budget. This group also shares best practices and budgeting techniques. Despite the varying structures across Canada, our participation in this finance group has been beneficial.

The accounting policies for reserves in the public sector are governed by the Public Sector Accounting Board (PSAB). While PSAB does not have a specific standard dedicated solely to operating reserves, the establishment and use of reserves follow the principles and requirements outlined in the PSAB standards. These standards provide guidance on financial reporting in the public sector, covering the recognition, measurement, presentation, and disclosure of reserves.

Historically, the New West Police Department has not maintained an operational reserve. However, upon consulting neighboring municipalities that do utilize operational reserves, it has been observed that they implement a maximum cap on the reserve. Withdrawal of funds from the reserve requires approval from the Police Board, which may occur during a board meeting or through the budget process. The budget process involves the Police Board's initial approval, followed by presentation and approval by the City Council.

The operational reserve is primarily used to address unforeseen and significant matters that fall outside the standard budget cycle, such as handling large unpredictable cases and addressing other operational needs. This allows the police department to access funds for such requirements that are not accounted for within the regular budgetary allocations

**Proposed 2024 Budget Timeline**

Month	Date	Activity
June	June 20	Initial discussion with Board on timelines, pressures
July	July 18	Initial 2024 Operating and Capital budget presentation for with opportunity for public input
September	September 12	2024 budget presented to Board with updates, and an opportunity for public input
	September 14	Board meets with Council to discuss the 2024 budget.
October	October 17	2024 budget presented to Board with updates, and an opportunity for public input
November	November 7	Special Board meeting to review provisional budget and presentation that will be provided to Council.
	November 20	Meeting with Council and Board to present the 2024 budget.
	November 21	Final Board approval of the 2024 budget



**OPTIONS**

*Option #1 – That the New Westminster Police Board received this report for information*

*Option #2 – That the New Westminster Police Board provide staff with other direction*

Staff recommends option 1.

**ATTACHMENT:**

- A. 2024 Preliminary Operational Budget Scenarios
- B. 2023 New Westminster Police Department and Police Board Onboarding Presentation
- C. 2023 New Westminster Police Department Budget

This report has been prepared by: Jacqueline Dairon

Approved for Presentation



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Dave Jansen  
Chief Constable

### 3.1 Attachment A



## NEW WESTMINSTER POLICE DEPARTMENT PRELIMINARY 2024 OPERATIONAL BUDGET SCENARIOS

	2023 Annual Budget	2024 Annual Budget Scenario: High	2024 Annual Budget Scenario: Low	2024 Budget Scenario Increase: High	% Change	2024 Budget Scenario Increase: Low	% Change
Salaries and Benefits	30,154,201	33,343,201	32,204,201	3,189,000	10.58%	2,050,000	6.80%
Contracts Services	3,705,387	4,130,387	3,995,387	425,000	11.47%	290,000	7.83%
Education and Training	593,500	693,500	643,500	100,000	16.85%	50,000	8.42%
General Office	1,000,120	1,025,120	1,025,120	25,000	2.50%	25,000	2.50%
General Administration	277,700	302,700	302,700	25,000	9.00%	25,000	9.00%
Operational Equipment	486,980	511,980	536,980	25,000	5.13%	50,000	10.27%
Other Costs	361,056	361,056	361,056	-	0.00%	-	0.00%
<b>Total Operating Expenditures</b>	<b>36,578,944</b>	<b>40,367,944</b>	<b>39,068,944</b>	<b>3,789,000</b>	<b>10.36%</b>	<b>2,490,000</b>	<b>6.81%</b>
Sale of Services	(6,062,800)	(6,637,800)	(6,494,800)	(575,000)	9.48%	(432,000)	7.13%
Grants from Other Governments	(1,711,100)	(1,657,100)	(1,711,100)	54,000	-3.16%	-	0.00%
Other Revenue	(22,500)	(22,500)	(22,500)	-	0.00%	-	0.00%
<b>Total Revenues</b>	<b>(7,796,400)</b>	<b>(8,317,400)</b>	<b>(8,228,400)</b>	<b>(521,000)</b>	<b>6.68%</b>	<b>(432,000)</b>	<b>5.54%</b>
<b>Net Operating Expenditures</b>	<b>28,782,544</b>	<b>32,050,544</b>	<b>30,840,544</b>	<b>3,268,000</b>	<b>11.35%</b>	<b>2,058,000</b>	<b>7.15%</b>



# New Westminister Police Department

## 3.1 Attachment B

### R E P O R T

**To:** Mayor Johnstone, Chair, and Members  
New Westminister Municipal Police Board

**Date:** November 23, 2022

**From:** Chief Constable David Jansen

**Item:** 2.1

**Subject:** **New Westminister Police Department and Police Board Onboarding Presentation**

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#### **RECOMMENDATION**

*That the New Westminister Police Board receive this report for information.*

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#### **PURPOSE**

The purpose of this report is to provide New Westminister City Council with an overview of the New Westminister Police Department (NWPD), including its functions, structure and general information on statistics.

#### **DISCUSSION**

The NWPD was established on March 10, 1873, and reaches 150 years old in 2023. This makes the NWPD one of the oldest police departments in Canada, older than the RCMP.

The NWPD's authorized strength is 114 sworn members and 35 civilian professionals. There

is one Chief Constable and one Deputy Chief Constable who oversee four Inspectors.

The four Inspectors oversee the four divisions that make up the NWPD. These divisions include:

#### **Patrol Division**

This division includes Patrol watches, Traffic Unit, Gang Suppression Unit, Crime Reduction Unit and the Marine Unit. It is the largest front line response division and is mostly uniform.

Authorized Strength within the entire Division is 66 sworn members. There are currently 53 sworn members in Patrol.

#### **Administration Division**

The majority of our civilian professionals are within this division. The division includes the Freedom of Information Unit, Human Resources Unit, Property Services Unit, Quality Control Unit, Court Services Unit, Finance, PRIME Unit and Information and Technology Unit.

Authorized Strength within the entire division is 2 sworn members. There are currently 2 sworn members at this time, and 27 civilian professionals.

### **Prevention Services Division**

This division is comprised of the Victim Assistance Unit, Training Unit, Specialized Investigations Unit, Crime Prevention Unit, Mental Health Unit and the Child and Youth Resource Unit. In addition, this division oversees and manages those staff who serve with the Crisis Negotiation Team, Tactical Troop, Protection Services and all secondments.

Authorized Strength within the entire Division is 13 sworn members. There are 10 sworn members at present and four civilian professionals.

### **Support Services Division**

This division primarily encompasses plain clothes detectives who are within the Major Crime Unit, Street Crime Unit, Forensic Identification Unit, Criminal Intelligence Unit, as well as the Crime Analysts and Electronic File Disclosure staff.

Authorized Strength within the entire division is 27 sworn members. There are currently 24 sworn members, and two civilian professionals in this division.

On average, the NWPD responds to approximately 55 calls for service every day. This number is expected to grow considerably once the NWPD resumes responsibility of answering some non-emergency calls in-house.

The staffing minimum for our front line staff in patrol division is 6 members per shift, except for Friday and Saturday when 7 members are required.

### **Sworn Member Staffing**

At the time of this report, 95 of 114 members are operationally deployable, with vacancies as follows:

1. Three hard vacancies.
2. Ten police recruits at the police academy.
3. Four maternity/paternity.
4. Two leave of absences.

### **Secondments**

A secondment is a temporary assignment of an employee to another organisation, such as an Integrated Policing Unit.

The employee maintains their substantive position at the NRPD, and is paid by the NRPD. The NRPD bills the Integrated Policing Unit for the employee's salary and recovers 100% of the seconded employee's salary, benefits and other expenses. The Integrated Policing Unit also manages the day-to-day activities of the seconded employee. The intent is for the employee to return to their substantive position on completion of the secondment.

### **What is the Purpose of a Secondment**

Secondments are resourcing options for integrated policing units or special projects, to help inter-agency mobility, to provide lateral career development opportunities for employees, and to help strengthen the investigative capacity of the NRPD.

From an employee and organization perspective, secondments are an excellent way to gain professional development and experience that is not possible within our city's size, range of calls, and budget limitations. This also helps to promote recruiting and retention of employees for the department. In addition, secondments support integrated policing units so that cities can realize economy of scale, share best practices and provide a level of service not possible if every function had to be funded and resourced by each police department.

### **What is an Integrated Policing Unit**

Integrated units provide services to more than one jurisdiction. A unit may comprise of officers from more than one police agency or from two or more levels of policing (i.e. federal, provincial, and municipal). More than one police jurisdiction may fund an integrated unit.

### **Federal Integrated Units**

Primarily the federal government funds federal integrated units. They include members from independent municipal, RCMP municipal, provincial and federal forces.

### **Examples of Federal units the NRPD are part of are:**

- Integrated National Security Enforcement Team (INSET)
- Federal Serious and Organized Crime (FSOC).
- Provincial Integrated Units
- The provincial government primarily funds provincial integrated units. They include members from independent municipal, RCMP municipal, provincial and federal forces.
- Examples of Provincial integrated units the NRPD are part of are:
- Combined Forces Special Enforcement Unit (CFSEU)
- Integrated Road Safety Unit (IRSU)
- Hate Crime Task Force

### **Regional Integrated Units**

Regional integrated units provide services to specific regions of the province. They include members from independent municipal, RCMP municipal, provincial and federal forces. Jurisdictions share the cost of these units based on a pre-determined funding formula. Examples of Regional integrated units the NRPD are part of are:

- Emergency Response Team (ERT)
- Integrated Collision Analysis and Reconstruction Service (ICARS)
- Integrated Homicide Investigation Team (IHIT)
- Integrated Police Dog Services (IPDS)

At present, the NWPDP has 29 sworn members seconded to integrated policing units. This is separate from the authorized strength of 114 members and any increase or decrease to a seconded position has no impact on the authorized strength of the NWPDP.

Below is a list of the Integrated Policing Units that the 29 NWPDP members are currently seconded to.

- Integrated Homicide Investigations Unit
- Municipal Undercover Unit
- Integrated Road Safety Unit
- JIBC Police Academy
- National Weapons Enforcement Team
- Integrated LMD Police Service Dog Team
- Provincial Tech Crimes Unit
- Provincial Hate Crime Unit
- Integrated Auto Theft Unit
- Combined Forces Special Enforcement Unit
- Integrated National Security Enforcement Team
- Integrated LMD Emergency Response Team
- Real Time Information Centre
- Federal Serious Organized Crime
- Integrated Collision Analysis and Reconstruction Service
- Metro Vancouver Transit Police

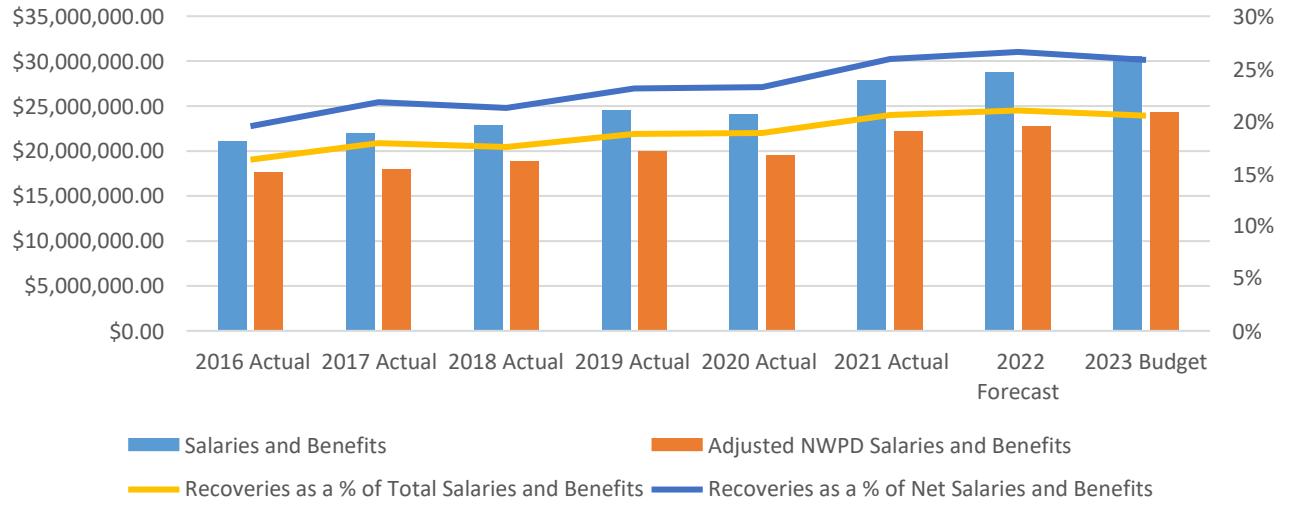
### **Budget Impact of Secondments**

When evaluating the police budget, it is helpful to understand secondment recoveries and how they impact the budget. The below graph outlines how secondments and recoveries have increased year over year and as a percentage of salaries. In 2016, recoveries represented 16% of the total salaries and benefits, while in 2022 they had increased to 21%. Recoveries increased by \$2.3million from 2016 to 2021 and are forecasted to hold a steady percentage of salaries in 2023 at about 6.2 million.

The impact of these recoveries is not realized within the police expense line of the City's financial statement, as the revenue is posted to general revenue for public presentation. You can view the true impact of the recoveries in the notes section of the financial statement. (Note 15: SEGMENTED INFORMATION)

The below graph outlines Secondments and Recoveries as a percentage of salaries.

### Secondment/Recoveries as a % of Salaries



## **Budget Analysis and Regional Comparison**

Additional context on how the city, and the New Westminster Police Department budget compares to other municipalities in the region is helpful in reviewing the proposed budget.

The following comparison and historical data is based in large part upon information provided by Police Services resourcing documents from 1992 through to 2020, and the 5 year analysis of NWPD budget requests. The comparisons made are in relation to other municipal police departments, including Vancouver PD, Victoria PD, West Vancouver PD, Delta PD, Saanich PD, Port Moody PD and Abbotsford PD.

Overall, this analysis shows that NWPD's budget increases during this timeframe have been significantly less than the other police agencies and relatively flat year over year, while also showing that our authorized staffing levels have not increased with the population growth.

*Chart # 1* shows the variance in police agency budgets between 2001 and 2020 (the latest available data), during which the NWPD had the lowest increase amongst other agencies comparatively.

*Chart # 1 – Department Budget Changes 2001 to 2020*

<b>Department</b>	<b>2001 Budget</b>	<b>2020 Budget</b>	<b>Change</b>
Abby PD	\$ 17,847,680	\$ 57,007,747	<b>219%</b>
PMPD	\$ 3,949,084	\$ 12,268,461	<b>211%</b>
VicPD	\$ 22,160,355	\$ 60,149,374	<b>171%</b>
VPD	\$ 130,786,381	\$ 333,352,791	<b>155%</b>
DPD	\$ 16,551,889	\$ 41,313,691	<b>150%</b>
Saanich PD	\$ 16,532,164	\$ 35,744,794	<b>116%</b>
WVPD	\$ 8,629,319	\$ 16,994,093	<b>97%</b>
<b>NWPD</b>	<b>\$ 13,708,547</b>	<b>\$ 26,082,916</b>	<b>90%</b>
<b>Average</b>	<b>\$ 28,770,677</b>	<b>\$ 72,864,233</b>	<b>153%</b>

*Chart # 2* reflects NWPD sworn member staffing growth between 2001 and 2020. During this time, our sworn member staffing level increases were the second lowest when likened to comparative municipal police agencies.



*Chart # 2 – Staffing Comparison 2001 to 2020*

Department	2001 Staffing	2020 Staffing	Change
PMPD	30	52	<b>73%</b>
Abby PD	148	213	<b>44%</b>
DPD	143	194	<b>36%</b>
VPD	1096	1348	<b>23%</b>
Saanich PD	138	166	<b>20%</b>
VicPD	218	249	<b>14%</b>
<b>NWPD</b>	<b>106</b>	<b>114</b>	<b>8%</b>
WVPD	77	79	<b>3%</b>
<b>Average</b>	<b>245</b>	<b>302</b>	<b>23%</b>

*Chart # 3* compares the changes in population between 2001 and 2020. During this time, the population in New Westminster increased 52%, which is the highest growth of the comparative municipal policed communities, which saw an average population increase of 26%.

*Chart # 3 – Population Changes 2001 to 2020*

Department	2001 Population	2020 Population	Change
<b>NWPD</b>	<b>54,207</b>	<b>82,590</b>	<b>52%</b>
VicPD	75,369	113,430	<b>50%</b>
PMPD	24,162	35,156	<b>46%</b>
Abby PD	116,078	161,708	<b>39%</b>
VPD	573,154	698,946	<b>22%</b>
Saanich PD	107,129	125,107	<b>17%</b>
DPD	101,750	112,259	<b>10%</b>
WVPD	44,756	47,068	<b>5%</b>
<b>Average</b>	<b>137,076</b>	<b>172,033</b>	<b>26%</b>

*Chart # 4* compares the changes in population to police officer (pop to cop) ratios from 2001 to 2020. Between 2001 and 2020, the NWPD pop to cop ratio decreased, from one police officer for every 511 citizens in 2001, to one police officer for every 716 citizens in 2020. This represents the largest decrease amongst the comparative agencies.

*Chart # 4 – Population to Police (Pop to Cop) Ratio 2001 to 2020*

<b>Department</b>	<b>2001 Pop to Cop</b>	<b>2020 Pop to Cop</b>	<b>Change</b>
DPD	712 to 1	569 to 1	<b>20% Improvement</b>
PMPD	805 to 1	661 to 1	<b>18% Improvement</b>
Abby PD	784 to 1	735 to 1	<b>6% Improvement</b>
Saanich PD	776 to 1	754 to 1	<b>3% Improvement</b>
VPD	523 to 1	519 to 1	<b>1% Improvement</b>
WVPD	581 to 1	580 to 1	<b>Neutral</b>
VicPD	410 to 1	456 to 1	<b>11% Decrease</b>
NWPD	511 to 1	716 to 1	<b>40% Decrease</b>
<b>Average</b>	<b>638 to 1</b>	<b>622 to 1</b>	<b>3% Improvement</b>

Chart # 5 provides an overview of NWPD staffing levels going back as far as 1992, when the NWPD had an authorized strength of 103 sworn members, a number that fluctuated slightly over the next several years.

In 1999 and 2000, the NWPD received funding for five positions directly from gaming revenue obtained from the new Riverboat Casino, however, this funding was lost in 2001 and staffing levels were reduced accordingly.

*Chart # 5 – NWPD Authorized Strength 1992 to 2022*

<b>Year</b>	<b>Authorized Strength</b>
<b>1992</b>	103
<b>1993-94</b>	104
<b>1995</b>	103
<b>1996</b>	101
<b>1997</b>	103
<b>1998</b>	105
<b>1999</b>	110
<b>2000</b>	111
<b>2001-2003</b>	106
<b>2004-2008</b>	107
<b>2009-2015</b>	108
<b>2016-2017</b>	110
<b>2017-2022</b>	114

The Crime Severity Index (CSI) is calculated by Statistics Canada and is based on the number of police calls in a community and the severity of each reported crime. The CSI data is generated from police-reported crime and uses the Uniform Crime Reporting (UCR) Survey method, which classifies incidents according to the most serious offence (MSO) occurring in the incident (generally the offence which carries the longest maximum sentence under the Criminal Code of Canada). In categorizing incidents, violent offences always take precedence over non-violent offences. For example, an incident involving both a breaking and entering offence and an assault is counted as an incident of assault.

*Chart # 6* provides the 2021 CSI for New Westminster and the comparison cities, showing that New Westminster ranks 3<sup>rd</sup> highest in the overall CSI, 2<sup>nd</sup> highest in violent crime and 3<sup>rd</sup> highest in non-violent crime<sup>1</sup>.

*Chart # 6 – Crime Severity Index 2021 by city*

<b>CSI 2020</b>	<b>Overall</b>	<b>Violent Crime</b>	<b>Non-Violent Crime</b>
Victoria	148.43	183.13	135.6
Vancouver	90.11	98.88	86.75
<b>New Westminster</b>	<b>88.04</b>	<b>102.2</b>	<b>82.73</b>
Abbotsford	72.59	82.46	68.86
Delta	57.62	50.12	60.18
West Vancouver	50.31	37.46	54.81
Saanich	48.32	54.15	46.11
Port Moody	37.84	38.53	37.5
<i>British Columbia</i>	<i>92.86</i>	<i>95.86</i>	<i>91.82</i>
<b>Canada</b>	<b>73.68</b>	<b>92.5</b>	<b>66.73</b>

*Chart # 7* provides the annual CSI for New Westminster for the last 5 years, which shows a 23% overall increase, including an 82% increase in violent crime CSI and an 8% increase in non-violent offences (note the non-violent CSI numbers are estimated to higher than shown given the high percentage of abandoned non-emergency call due to Ecomm performance challenges).

Chart #7 – Annual CSI in New Westminster 2017 to 2021

New Westminster CSI	2017	2018	2019	2020	2021
Overall	71.43	76.15	91.51	82.48	88.04
Violent Crime	55.87	46.93	83.12	80.04	102.2
Non-Violent	76.85	86.48	94.32	83.17	82.73

Chart # 8 outlines the annual budget increases for the police department in comparison to the City of New Westminster’s overall annual budget increases. The 5-year average annual budget increase for the police department was 4.45%, which is slightly above the city’s annual budget increase of 4.05%. This analysis was prepared using the Schedule “A” of the Consolidated Financial Plan.

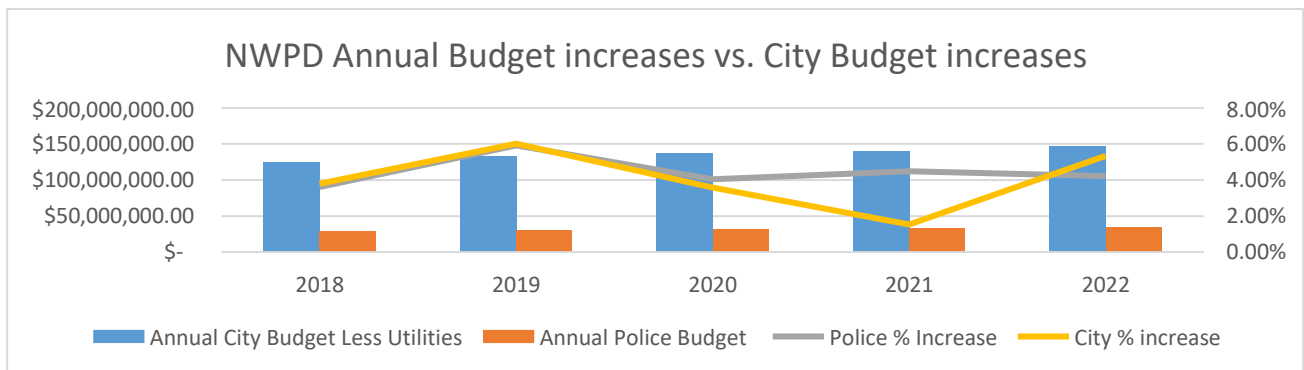


Chart #8 – 5-year Annual police budget increases compared to the City of New West

Approved for Presentation

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Dave Jansen  
Chief Constable



# New Westminster Police Department

## 3.1 Attachment C

### REPORT

**To:** Mayor Johnstone, Chair, Members of the  
New Westminster Police Board, and City  
Council

**Date:** November 23, 2022

**From:** Chief Constable  
David Jansen

**Item #:** 2.3

**Subject:** NWPD 2023 Operational Budget Report

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#### **RECOMMENDATION**

*That the New Westminster Police Board accept this report for information.*

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This report details the New Westminster Police Department's proposed 2023 budget; a spending plan that both meets our obligations and reflects our shared priorities and values.

This budget was developed to maintain existing service levels, and invest in the priorities of the New Westminster Police Board.

#### **BACKGROUND**

In February 2022, the New Westminster Police Board (the Board) approved the New Westminster Police Department (NWPD) 2022-2024 strategic plan<sup>1</sup>.

The 2022-2024 strategic plan has been developed as a three-year roadmap for the NWPD. It sets out concrete actions, building and expanding upon the significant work that has been completed over the last several years.

The last three years have been characterized by resiliency. The NWPD remained flexible during the COVID-19 pandemic to ensure that the community received the policing services it needed during a challenging time and placed a continued emphasis on organizational wellness.

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<sup>1</sup> <https://www.nwpolice.org/inside-nwpd/strategic-plan/>

The NWPD respects its unique position to serve the community and protect each of its residents, regardless of race, ethnicity, age, and mental or physical ability. The Department is focused on tackling systemic discrimination in all its forms, working with the community to better understand how diverse groups of people experience NWPD policies and services, and ensuring its workforce composition is reflective of the community that it serves. The NWPD’s Strategic Plan lays out three priorities for the next three years, including:

- **Strengthening community engagement**

The NWPD will continue serving the community at a time when people continue to face significant challenges as a result of the pandemic, and racialized and marginalized people face historic and present-day barriers that limit their full participation in the community.

- **Modernizing community safety**

The NWPD will continue its transformation to a modern police department through innovation, transparency, inclusiveness, and community partnerships.

- **Investing in our people**

The NWPD recognizes its people as its greatest asset and will continue putting significant effort towards the growth and development of its team members and building future leaders, while ensuring diversity and inclusion are a pillar of its operations.

Over the next three years, the Board has identified three priorities and several key milestones to help achieve these priorities.

<b>Strengthen Community Engagement</b>	<b>Modernize Community Safety</b>	<b>Invest in our People</b>
<b>By December 31, 2022</b>	<b>By December 31, 2022</b>	<b>By December 31, 2022</b>
Create an Indigenous Peoples Engagement Plan  Establish an NWPD Diversity and Engagement Team  Begin community engagement	Complete the operations review  Support committee work to clarify police role for homelessness, mental health and addiction  Establish Key Performance Indicators	Implement an employee engagement survey  Implement DEIAR recommendations  Pilot performance and growth reviews

By December 31, 2023	By December 31, 2023	By December 31, 2023
Engage with local First Nations  Engage with community groups  Identify and Implement recommended actions	Milestones for this year will be identified based on committee work, public engagement and the operations review	Create a module-based leadership development program  Implement performance and growth reviews  Continue to act on employee engagement results
By December 31, 2024	By December 31, 2024	By December 31, 2024
Continue engagement activities  Identify and Implement recommended actions.	Milestones for this year will be identified based on committee work, public engagement and the operations review	Measure impact of leadership development  Expand leadership development program  Continue to act on employee engagement results

The 2023 budget is the first budget since the new strategic plan which seeks to provide the basis for the work to begin on the strategic priorities while starting to address capacity, inflationary and downloading costs that impact service delivery.

**Police Budget Discussion**

Considering the above information, the department has spent the past several months developing the 2023 budget. In the next section, we would like to present information on areas that are impacting our 2023 budget including roll over fixed costs, costs downloads from other government agencies and partners and proposed increases and enhancements.

**Non – Discretionary Fixed Costs Roll over**

<b>Non-Discretionary Fixed Costs</b>	
<b>Category</b>	<b>Amount</b>
<b>Budget 2022</b>	<b>26,149,100</b>
<b>Additions</b>	
Add: Salary Increase (Civilian @ 3% and Sworn 3%)	1,177,500
Add: Prior year contract increase variance	264,000
Add: Additional Secondments for 2022 (Net of reductions)	67,000
<b>Reductions</b>	
Less: Additional Secondments for 2022 (Net of reductions)	(67,000)
Less: Increased recoveries for salary increases	(190,000)
<b>Provisional Budget 2023</b>	<b>27,400,600</b>
<b>2023 Increase (Decrease)</b>	<b>1,251,500</b>
<b>% Change</b>	<b>4.79%</b>

For 2023, the department is budgeting an increase of \$1,251,500 related to fixed costs roll forward adjustments. These adjustments includes contractual agreement increases estimated at 3%, staff increments increases and additional benefits negotiated during the last round of bargaining. We have also budgeted a \$264,000 increase due to prior collective agreements finalizing higher than budgeted. Secondments have been included within non-discretionary fixed costs, as they are costs neutral to the department; however, we have included an additional \$190,000 in secondment recoveries due to salary and benefit increases for 2022 and previous years.

**Non – Discretionary cost downloads**

<b>Non-Discretionary Cost Downloads</b>	
<b>Category</b>	<b>Amount</b>
<b>Budget 2022</b>	<b>26,149,100</b>
<b>Additions</b>	
Add: Salaries for non-emergency line	199,000
Add: E-COMM contractual requirements	166,000
Add: JIBC recruitment training	198,000
Add: Contract Services	213,000
<b>Reductions</b>	
Less: Traffic File Revenue reduction	125,000
<b>2023 Increase (Decrease)</b>	<b>901,000</b>
<b>% Change</b>	<b>3.45%</b>

The 2023 Provisional budget is facing increasing pressure from what we consider non-discretionary costs downloads. These costs downloads represent a 3.45% budget increase or 29% of our overall budget ask. The below section will summarize each category and the importance of participation in these programs for the core functions of the police department.



**E - COMM**

In May 2021, E-Comm disclosed to the NWPD that the performance of their non-emergency line service had been steadily declining and was not meeting their performance targets across the lower mainland region, and they expected that this would not improve in the near future. The main issues that were causing this decline in service were identified as longer transfer times to BCEHS during peak 911 times, inadequate funding to achieve non-emergency line targets, and being short staffed due to attrition.

The NWPD then began to steadily receive ongoing complaints about excessive non-emergency line wait times from residents, business owners and institutions such as the Royal Columbian Hospital. Members of the public recognize the importance of reporting their incidents to the NWPD and began to report incidents through social media and online reporting, which were not designed to receive most of the types of complaints that were being submitted, rather than abandoning their complaints altogether. Reporting incidents through social media or online reporting led to further delays in responding to these complaints, as these mediums were not intended or monitored for non-emergency incidents such as those that were being submitted.

In November 2021, the Board requested that staff begin exploring the potential alternatives to having E-Comm manage the NWPD's non-emergency line, specifically:

- 1) Whether the NWPD could assume this responsibility internally or;
- 2) Whether the NWPD could partner with another Police Department to provide non-emergency line service.

The non-emergency line service level performance continues to significantly subceed the NWPD's expectations, the City of New Westminster's residents and business owner's expectations and E-Comm's own performance targets.

**Non-Emergency Line Service Performance Metrics**

Based on non-emergency line data from E-Comm, the following tables show the declining service level of performance achieved for NWPD calls and the high level of call abandon rate.

**Table 1 – Total Calls Answered/Abandoned**

The following table demonstrates how many calls were made to the NWPD non-emergency line, how many were answered (% and total calls) and how many were abandoned (% and total calls):

<b>2022</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>
Total Calls Offered	1989	1616	1929	1873	2006	1897	2151	1979	1814
Total Calls Answered	53% (1055)	58% (938)	51% (976)	34% (632)	37% (733)	35% (672)	34% (738)	39% (767)	36% (653)
Total Calls Abandoned	47% (934)	42% (677)	49% (954)	66% (1241)	63% (1273)	64% (1220)	66% (1417)	60% (1183)	64% (1161)

### Tables 2 and 3 - Service Performance Target

The E-Comm non-emergency line service performance target is to respond to non-emergency line calls 80% of the time in 180 seconds. The two tables below demonstrate the percentage of time that E-Comm was able to achieve the performance target, and how many calls were abandoned before 180 seconds.

**Table 2**

<b>2021/2022 Metric</b>	<b>Q1-21</b>	<b>Q2-21</b>	<b>Q3-21</b>	<b>Q4-21</b>	<b>Q1-22</b>	<b>Q2-22</b>	<b>Q3-22</b>
Target Achieved (80% in 180s)	64.7%	54.8%	48.8%	41.7%	48%	38%	24%
Calls Abandoned	29.3%	39.1%	50.7%	57.9%	47%	45%	50%

**Table 3**

<b>2022 Metric</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>
Target Achieved (80% in 180s)	48%	55%	41%	17%	25%	24%	24%	24%	25%
Calls Abandoned	46%	53%	45%	38%	45%	47%	52%	48%	50%

The potential alternative considerations to E-Comm managing the NRPD non-emergency line were:

1. The NRPD assumes some of this responsibility from E-Comm;
2. The NRPD assumes all of this responsibility (24/7) from E-Comm; or
3. The NRPD partners with another Police Department and outsources this responsibility.

Staff have communicated with other Police Departments which were seen to be potential partners to outsource this responsibility to.

Unfortunately, these Police Departments stated that they were not in a position to consider our request at this time, and there is no indication that this will change in a reasonable timeframe (less than 12 months).

After a detailed report was provided to the Board (see attachment 1: *NWPD Non-Emergency Line Issues and Potential Alternatives*), the NWPD was directed by the Board to move forward with plans to assume some responsibility from E-Comm in regards to non-emergency call answering. The goal is for the NWPD to provide this service on Monday to Friday from 8am to 4pm, in early 2023.

The estimated costs for this pilot program in 2023 is \$199,000. These costs will be deducted from proposed increases, which are outlined below.

E-COMM increased costs in 2022 by \$243,000 (23%) and is imposing an additional increase in 2023 of \$365,000 (28%). The department will reduce the current year increase by the costs noted above for the non-emergency phones lines which results in a net increase of \$166,000.

E-COMM is aware of this plan but formal notification has not yet been provided to them.

### **Justice Institute of British Columbia (JIBC)**

The Province of BC and JIBC advised municipal police departments that beginning in 2024, all municipal police departments would have to start paying \$22,000 for each recruit that they send to the JIBC police academy. In May 2022, Police Services wrote to Police Boards and departments to advise that this timeline had changed and rather than implementing the new fee in 2024, it was effective immediately and retroactive to April 1, 2022.

Municipal agencies are now required to contribute \$22,000 per recruit. In 2023, we are estimating nine recruits; therefore, we are requesting an additional \$198,000 in funding to support this downloaded but mandatory increase.

### **Integrated Teams**

From an employee and organization perspective, secondments are an excellent way to gain professional development and experience that is not possible within our city's size, range of calls, and budget limitations. This also helps to promote recruiting and retention of employees for the department.

In addition, secondments support integrated policing units so that cities can realize economy of scale, share best practices and provide a level of service that is not possible if every function had to be funded and resourced by each police department.

We are requesting an additional \$183,000 to support forecasted increases within these integrated teams and \$30,000 to support an increase for the custodial services within the jail cells.

## Traffic Fine Revenue

Traffic Fine Revenue is a grant that municipal policing departments receive from the province in relation to the monies collected for violation tickets. The 5-year average of the grant was \$1,173,380 and the amounts received in 2020 and 2021 were over \$1,260,000. The 2022 amount received was \$1,010,000 resulting in a \$250,000 budget shortfall. The rationale provided from the province regarding the reduction was that there was less funds collected during the pandemic and therefore less funds available for the grant. The province has not provided further information regarding the grant status for 2023. After discussions with the board, we are proposing a reduction in grant revenue of \$125,000.

## Budget Enhancements

<b>Budget Increases/Enhancements</b>	
<b>Category</b>	<b>Amount</b>
<b>Budget 2022</b>	<b>26,149,100</b>
<b>Additions</b>	
Add: Estimated backfilling salaries for recruits and leaves	655,000
Add: Missing Persons Investigator	150,000
Add: Staff recruitment	50,000
Add: Firearms and clothing issue	20,000
Add: Prevention Services(Soccer school and reserves)	40,000
Add: Information Technology	40,000
Add: Consultant and Studies	50,000
Add: Legal Fees	50,000
Add: Additional Revenue	(95,000)
<b>2023 Increase (Decrease)</b>	<b>960,000</b>
<b>% Change</b>	<b>3.67%</b>

The 2023 Provisional Budget proposes eight enhancements, with some offsetting revenue, that support the department's strategic plan, community engagement, employee wellness, retention challenges and inflationary pressures. The total budget ask for 2023 enhancements is 3.67% and has been outlined below by similar categories.

## Recruitment and Backfill strategy

The Department has a current budget for 114 sworn police officer FTE's (Full Time Equivalent's) who are responsible for policing New Westminster. This number is exclusive of members seconded to various integrated teams.

While the number of positions required to ensure the effective and adequate policing of New Westminster is not specifically defined under the *Police Act*, the pace of staffing is discernably

disproportionate with the population growth of the City. These 114 positions themselves do not accurately reflect the number of members who are deployable. Police Academy recruits, maternity/paternity leaves, short and long-term illness count as part of this strength, but are not considered operational.

These challenges are further intensified by the recruiting challenges that police agencies in British Columbia, and across the country, are facing. In 2021, 10 members left the organization (retirements, transfer to other agencies) with a further 25 members thus far in 2022. Replacing these members in a timely fashion with new recruits is difficult as it takes 10+ months for a new police recruit to complete their training and be operationally deployable. Additionally, there is also increased demand on Police Academy placements from all municipal agencies, which limits the number of recruits that can be on boarded in each class.

At the time of this report, there are currently 95 of 114 members who are operational, with the following vacancies:

1. Three hard vacancies.
2. Ten police recruits.
3. Four maternity/paternity.
4. Two leave of absences.

A recent analysis of our five-year trends show that in any given budget cycle, the NWPD will be short staffed as follows:

1. Four FTE's due to maternity and paternity leaves (expected to increase due to recent benefit improvements).
2. Nine FTE's due to police recruits at various stages of the JIBC Police Academy (also expected to increase due to the current recruiting/retention environment).
3. 2.5 FTE's due to other extended leaves such as LOA and WCB.

The 2023 provisional budget presents a strategy to address the aforementioned by requesting one third of the full 15.5 FTE required, which results in a budget increase of \$655,000. This allows the department time to increase capacity at a reasonable pace while evaluating leave trends with recent changes to collective agreements. This additional funding will assist the NWPD in fulfilling its current mandate without having to reduce services in order to ensure an adequate front line response. This does not increase the NWPD's ability to take on additional priorities within the community, but rather it assists its ability to fulfill its requirement to provide effective and adequate policing.

## **Missing Persons Investigator**

During a recent review of the Prevention Services Division, an opportunity was identified to enhance the department's service delivery on missing persons investigations by placing them under the Special Investigations Unit. An additional full time equivalent position (FTE) is being sought to fulfil this new role.

In June of 2019, the final findings from the National Inquiry into Missing and Murdered Indigenous Women and Girls was released and with it were 28 calls for Police Services. Several of the calls within this report spoke specifically to the manner in which Police deal with missing persons reports. Specifically:

9.5(ii) Improve communication between police and families of Missing and Murdered Indigenous Women and Girls and 2SLGBTQQIA people from first report with regular communication throughout the investigation.

9.5(iv) Recognize that the high turnover among officers assigned to a Missing and Murdered Indigenous Women and Girl or 2SLGBTQQIA person's file negatively impact both progress on the investigation and relationships with family members; police services must have robust protocols to mitigate these impacts.

In British Columbia, *Provincial Policing Standards for Missing Persons Investigations* have been in effect since September 2016. The purpose of these standards is to ensure a consistent approach in missing person investigations throughout the Province. These standards were developed provincially by BC Police Services primarily in response to recommendations made by Commissioner Wally Oppal following the Missing Women Commission of Inquiry.

The underlying principles of the standards are:

- No barriers to reporting a missing person and investigations should begin without delay.
- Investigations into persons reported missing should initially be approached as high risk until a risk assessment is completed.
- Indigenous women and girls are at an increased risk of harm.
- If foul play is suspected, the case must be assigned to a serious or major crime section.
- The safety and wellbeing of the missing person should be the primary concern driving investigative tasks and decisions.
- Police officers need discretion to address the unique needs of each case, with accountability for decisions through supervisory review.
- Cooperation between police forces is crucial to missing person investigations.
- Families and reportees must be kept appropriately informed of the progress of an investigation, and treated with compassion and respect.
- A proactive approach should be taken towards missing person investigations.
- Going missing is not necessarily a crime.

The current missing person protocol at the NWPD is for the report and investigation to be completed by a Patrol investigator who is responsible for the following:

- Make contact with the complainant and obtain details and description of missing person.
- Assess jurisdiction of the investigation. If determined to be of outside New Westminster, obtain approval from the patrol supervisor or watch commander to request the jurisdictional agency to assume conduct.
- Request a CPIC Missing Persons Entry be added.
- CPIC Flag - Associated Vehicles.
- Complete a Missing Person Risk Assessment and determine the risk in consultation with a supervisor.
- Complete a Missing Person Checklist of initial investigative steps.
- Supervisor will review the Risk Assessment and Checklist.
- Conduct patrols of last seen area.
- Attend the missing person's residence and other known frequent locations.
- Obtain current contact information for the missing person and attempt to call or text.
- Identify family or associates and index to the file, including contact information and their relationship to the missing person.
- Attempt to obtain a recent photograph of the missing person.
- Contact health authorities and establish if the missing person has been admitted to any health facilities.
- Complete a report on PRIME and document all investigative steps undertaken before the end of shift.
- A pass on request will be completed for the on-coming and subsequent shifts to continue and monitor the missing person investigation.
- If the missing person is determined to be high risk, foul play is suspected, or has been missing for 10 days or more, the Major Crime Unit (MCU) will assume conduct of the investigation.

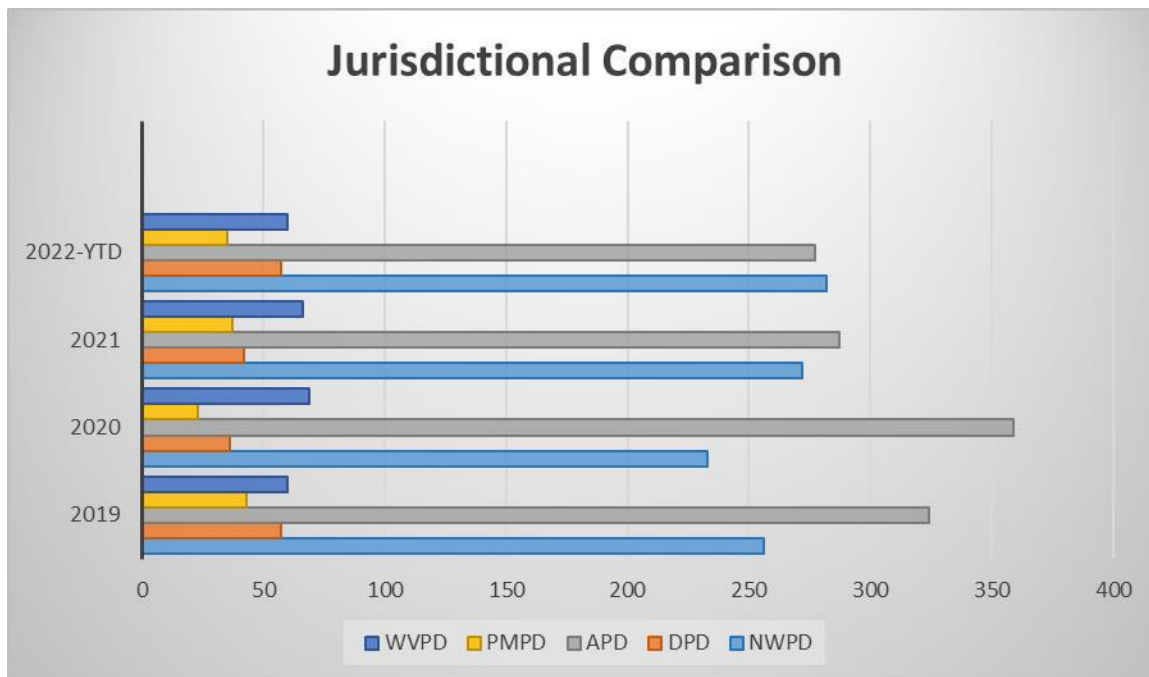
In review of the NWPD statistics in relation to missing persons, it was noted that these investigations are increasing in number, likely due to the change in provincial standards. Of note, approximately 30% of NWPD missing persons files are chronic missing person's reported by Community Mental Health Assertive Community Health teams for missed injections or Mental Health Act related apprehension. (See *Chart 1*)

CHART 1

YEAR	MP FILES	MCU Referrals	% of Calls Service per year
2018	239	7	1.19%
2019	254	2	1.37%
2020	233	9	1.33%
2021	272	6	1.55%
2022 - YTD	282	3	2.35%

In addition, as illustrated in *Chart 2*, the NWPD conducts a significant amount of missing person investigations compared to our other police partners of similar size:

CHART 2





<b>West Vancouver Police:</b>	70 members – 66 missing persons files (0.94 per member avg.)
<b>Port Moody Police:</b>	52 members - 37 missing person files (0.7 per member avg.)
<b>Abbotsford Police:</b>	213 members – 287 missing persons files (1.35 per member avg)
<b>Delta Police:</b>	194 members – 42 missing person files (0.2 per member avg.)
<b>New Westminster Police:</b>	114 members – 272 missing persons files (2.4 per member avg.)

### **Special Investigations Unit**

The Special Investigations Unit (SIU) was created to conduct trauma informed investigations into power based crimes, in particular domestic violence and sexual assault. Currently the SIU has two police investigators and three civilian social workers contracted through Family Services of Greater Vancouver, who provide additional emotional support and guidance to victims working with the team.

One of the primary challenges faced by the SIU is the level of staffing. While the role of the unit is to provide investigative support on domestic violence sexual assault investigations, the unit operates at 50% capacity if one of the members is away.

For this reason, the divisional review determined that this unit should be increased to four police investigators, who would continue to investigate domestic violence and sexual assaults, while also taking on investigative support and oversight on missing persons investigations. Given the complexity and sensitivity, and the need for a consistent trauma informed approach, it was felt that it would be best practice for the positions to be placed together in this unit. Not only will this enhance our service delivery to the subjects of these investigations but it will also improve the support we provide to families and loved ones.

Under this model, SIU would be responsible for assuming and coordinating missing persons investigations beyond the initial call for service. This will reduce the workload on front line patrol members while providing capacity, consistency and subject matter expertise in how they are investigated.

Beginning in October 2022, SIU began a pilot project to take on missing persons investigations by utilizing a member who was not currently operational and had been placed on light duties. Patrol members have been provided with operational guidance and training on how missing persons investigations would be transferred to SIU, while still maintaining the ability and skill sets to manage them in the first instance. The feedback on this pilot has been overwhelmingly positive given the reduction of demand on frontline staff, and the success rate of the unit resolving a number of complex missing person's investigations.

The benefits of this change include:

- The ability for frontline patrol members to focus on other areas including proactive policing and investigations.

- A coordinated approach to missing persons investigations (For example; a file will not bounce from member to member on patrol at shift change).
- The ability to coordinate long term and historical missing persons files.
- The ability to ensure consistency and compliance with provincial standards and provide additional training as required.
- The ability to develop subject matter expertise.
- The improved ability to liaise with external stakeholders, including the BCC Missing Person Center.
- The ability to develop proactive strategies for chronic missing persons.
- Consistency when engaging with families and caregivers of missing persons.

Based on the proposed addition of two investigators to this unit, one position will be filled through a reallocation of current resources, while the second will be filled with an additional FTE, if approved.

This new position will provide a dedicated, highly trained investigator who specializes in locating missing persons and has strong connections with community groups. In addition, this will assist in fulfilling the Calls for Justice Recommendations and also help in ensuring the best possible resources are in place for these high risk and extremely sensitive types of investigations that often require a high level of detail and supervision.

### **Staff recruitment costs**

The costs to recruit staff has increased significantly, the five-year average was \$127,000 while the two year average is \$150,000; therefore, we are requesting an additional \$50,000 to match current demand.

Our 6-year (2016-2021) hiring trend shows that we hired an average of 21 employees (police constables and civilians) each year. This demonstrates that hiring trends have increased 62% on average since 2015 (from 13 employees to an average of 21 employees per year). As of November 17, 2022, we have already hired 22 employees (11 police constables, 11 civilian employees) which is a 69% increase over 2015. We expect to hire at least 12 more Police Constables in 2023 and at least 5 more civilian employees in late 2022 or early 2023. Additionally, these statistics only demonstrate successful candidates, whereas the police constable and civilian recruiting processes typically involve the processing of several candidates during career processes. Depending on how far into the hiring process a candidate continues, the direct costs can be as high as \$5,000, which does not include the internal costs to the recruitment department. In 2021, we conducted 25 background investigations and 19 were successful at this stage and hired. In 2022, we conducted 43 background investigations. To date, 17 have been hired, 9 are currently still in the process, and 17 were not hired after this stage.

Most of these direct costs occur during the background investigation phase, which is necessary to ensure that candidates can meet security clearance standards set by the Treasury Board, Government of Canada. The Treasury Board ensures that security screening in the Government of

Canada is effective, efficient, rigorous, consistent and fair, and enables greater transferability of security screening between departments and agencies. In order for the NWPD to share and receive sensitive or classified information from federal, provincial and municipal law enforcement agencies, NWPD employees must meet the required security clearance level of “secret clearance – enhanced”. For police constable and civilian candidates, the background screening activities involve the verification of at least 10 years of background information related to identity, education and professional credentials, personal and professional references, financial inquiries, law enforcement database inquiries, security questionnaire, security interview, open source inquiry and polygraph examination.

Police constable candidates must also complete a psychological and medical health assessment to ensure that they are fit to perform the duties of a police constable. Civilian candidates are not required to complete these steps.

Below is a table outlining the estimated cost of the individual activities per candidate:

<b>Item Description</b>	<b>Estimated Costs</b>
Open source inquiry	\$ 500.00
Security interview, identity verification, education, professional credentials, etc	\$ 1,800.00
Polygraph examination	\$ 650.00
Medical health assessment	\$ 550.00
Psychological assessment	\$ 1,300.00
<b>Total Estimate</b>	<b>\$ 4,800.00</b>

### **General office and Administration**

Legal expenses were budgeted in 2022 at \$70,000; however, during the past two years the department’s annual average was over \$100,000. The current expectation is that this trend will continue and an additional \$50,000 is requested to support demand.

Consulting fees have averaged \$50,000 over the last 3 years. The department budgeted \$100,000 in 2022 to undertake a number of strategic initiatives. We expect to be under budget in 2022, as a number of projects will run over into 2023.

For 2023, we have a number of important studies and projects planned or underway that are all in support of the Board’s strategic priorities around internal and external engagement, wellness, communication and reconciliation. As a result, an additional \$50,000 is requested in 2023 for a total budget of \$150,000.

The IT budget has been facing pressure due to inflation, increased service requests, and an increased request for software products and licenses. In addition, we currently have a Human Resource Information System (HRIS) that is outdated, and does not meet our current and growing needs. A new HRIS is required to meet our current and future HR needs, and to keep the system

secure, reliable, compatible and efficient. In our Strategic Plan, we established a goal to complete a needs assessment and business case for a new HRIS in 2022 and to procure a HRIS provider in 2023.

We are requesting \$40,000 to fund the above and to provide the expected operational component of the new HRIS system.

### **Prevention Services**

The prevention services area has a large impact on community engagement, and has typically been underfunded. Two areas that we would like to focus on going forward are to adequately fund the soccer school and reserve program. Historically, neither of these expenses have been funded but with recent pressures on the police budget, we can no longer absorb these costs.

We are requesting \$10,000 for soccer school. The program has not run in three years due to COVID-19, but we see the value in the community engagement and would like to re-start this program in 2023.

The reserve program has been funded internally and a minimal grant (2021 of \$2,600) is provided by the province. To enlist a single reserve the estimated costs are \$7,000; therefore, with an average of eight reserves per year, the annual costs will be \$56,000. We are requesting \$30,000 to help offset these costs, and the remainder will be absorbed within our current budget.

### **Sales of Service**

A recent review of sales of service resulted in our third party client recommending a price increase in 2023. The analysis determined that the average input into each clearance to establish a favorable profit margin, using our current annual claims processed we determined the impact would add an additional \$95,000 to our revenue. The additional \$95,000 of revenue will be used to offset some of the discretionary enhancements proposed above.

### **2023 Draft Provisional Operating Budget**

The police department is requesting a net expenditure increase of \$3,112,500, which represents an 11.90% increase over the 2022 budget. Each category has been addressed in depth and the below table reflects an overall breakdown of the additions and reductions to the 2022 budget to arrive at the proposed 2023 budget. The budget presented is prior to amortization and interdepartmental charges. To maintain consistency, the presentation is in a similar format as the Police Board budget review and financial reports.

Expenditures	Non-Discretionary Fixed Costs	Non-Discretionary Cost Downloads	Enhancements	Total
<b>2022 Operating Expenditures</b>				<b>\$33,708,500</b>
Salary & Benefit: Contractual agreements	\$1,441,500			\$1,441,500
Salary & Benefit: Secondment Adjustments	\$67,000			\$67,000
Salary & Benefit: Non-emergency line		\$199,000		\$199,000
Salary & Benefit: Backfill strategy			\$655,000	\$655,000
Salary & Benefit: Missing persons Investigator			\$150,000	\$150,000
E-COMM Contractual Requirements		\$166,000		\$166,000
Contract Services		\$213,000		\$213,000
Police recruitment			\$50,000	\$50,000
JIBC recruitment training		\$198,000		\$198,000
Firearms			\$20,000	\$20,000
Prevention Services			\$40,000	\$40,000
Information Technology			\$40,000	\$40,000
Consultant and Studies			\$50,000	\$50,000
Legal Fees			\$50,000	\$50,000
<b>2023 Operating Expenditures</b>	<b>\$1,508,500</b>	<b>\$776,000</b>	<b>\$1,055,000</b>	<b>\$37,048,000</b>
<b>Revenues</b>				
<b>2021 Operating Revenues</b>				<b>(\$7,559,400)</b>
Add: Contractual salary increase Secondments	(\$190,000)			(\$190,000)
Add: Secondment 2023 adjustments	(\$67,500)			(\$67,000)
Add: Additional sales of service			(\$95,000)	(\$95,000)
Less: Traffic Fine revenue reduced		\$125,000		\$125,000
<b>2023 Revenues</b>	<b>(\$257,000)</b>	<b>\$125,000</b>	<b>(\$95,000)</b>	<b>(\$7,786,400)</b>
<b>2023 Proposed Net Expenditures</b>	<b>\$1,251,500</b>	<b>\$901,000</b>	<b>\$960,000</b>	<b>\$29,261,600</b>
<b>2023 Proposed Increase as a % of 2022</b>	<b>4.79%</b>	<b>3.45%</b>	<b>3.67%</b>	<b>11.90%</b>

Account	2022	2023	\$ Change	%
Salaries & Benefits	\$28,003,100	\$30,515,600	\$2,512,500	8.97%
Contracted Services	\$3,269,200	\$3,648,200	\$379,000	11.59%
Education & Training	\$395,500	\$643,500	\$248,000	62.71%
General Office & Administration	\$1,216,300	\$1,356,300	\$140,000	11.51%
Operational Equipment	\$470,600	\$490,600	\$20,000	4.25%
Other Costs	\$353,800	\$393,800	\$40,000	11.31%
<b>Total Expenditures</b>	<b>\$33,708,500</b>	<b>\$37,048,000</b>	<b>\$3,339,500</b>	<b>9.91%</b>
Total Revenues	\$7,559,400	\$7,786,400	\$227,000	3.00%
<b>Net Provisional Budget</b>	<b>\$26,149,100</b>	<b>\$29,261,600</b>	<b>\$3,112,500</b>	<b>11.90%</b>

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## **Conclusion**

We believe that this report has demonstrated the ongoing priorities and demands of the New Westminster Police Department, such as responding to calls for service and providing in demand services, but also our future plans to deliver the strategic priorities of the Board.

After careful consideration and several discussions with the Board, it is felt that without the requested enhancements, the department will be unable to maintain its core service demands whilst also addressing the Board's strategic priorities and the growing requests from the community.

The NWPD is proud of the hard work that our committed, talented, and courageous sworn and civilian members accomplished this past year. We also extend our thanks to residents who encouraged and supported the department during this time. We owe it to them to stay focused on the core responsibilities of the police department, work within our organizational and financial capabilities, whilst safeguarding the safety of the beautiful city we are so proud to serve – New Westminster, British Columbia.

## **Attachment:**

*Non Emergency Line Issues and Potential Alternatives*

Approved for  
Presentation

A handwritten signature in black ink that reads "Dave Jansen". The signature is written in a cursive, flowing style with a large initial "D" and a long, sweeping underline.

Dave Jansen  
Chief Constable



# New Westminster Police Department

## REPORT *Financial Services*

**To:** Mayor Johnstone, Chair, and Members  
New Westminster Municipal Police Board  
Open Meeting

**Date:** July 25, 2023

**From:** Jacqueline Dairon  
Financial Services

**Subject:** 2024-2028 Capital Budget Discussion

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### **RECOMMENDATIONS**

*That the New Westminster Police Board receive the 2024-2028 Capital Budget Discussion Report for information.*

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### **PURPOSE**

The purpose of this report is to provide the New Westminster Police Board (the Board) with information regarding the capital budget drivers for the New Westminster Police Department (NWPD) Capital 2024 Budget and 5 year Capital Plan.

### **BACKGROUND**

The NWPD's 5-year capital plan for the period 2023-2027 was approved by the Board in November 2022, following its presentation in October 2022. The capital plan for 2023 has shown significant progress, with 42% of the allocated budget being utilized year-to-date. This indicates successful execution of planned projects and initiatives during the current year.

Looking ahead, there is an expected carryforward balance of \$50,000 from the 2023 capital budget to the following year, 2024. These funds were initially allocated for a feasibility study regarding two potential projects. However, due to resource constraints, it is now anticipated that these studies

will be conducted in 2024, with the implementation of the study recommendations scheduled for 2025 and beyond.

Prior Year: 5 Year Capital Plan						
Description	2023	2024	2025	2026	2027	Total
Administrative Systems/Servers	170,000	100,000	150,000	100,000	100,000	620,000
Photocopier Upgrades	-	-	40,000	-		40,000
E-COMM Radios			650,000			650,000
Minor Building Renovations	50,000	100,000	50,000			200,000
Police Equipment Upgrade	100,000	100,000	80,000			280,000
<b>Total Capital Priorities</b>	<b>\$ 320,000</b>	<b>\$ 300,000</b>	<b>\$ 970,000</b>	<b>\$ 100,000</b>	<b>\$ 100,000</b>	<b>\$ 1,790,000</b>

Below is the proposed 5-year capital plan (2024-2028) with project details and discussion for the 2024 budget and beyond. To address the department's capital needs effectively; we have included additional allocations for Police Equipment and Minor Building Renovation from 2026 to 2028. The net increase to the 5-year plan amounts to \$375,000.

5 Year Capital Plan						
Description	2024	2025	2026	2027	2028	Total
Administrative Systems/Servers	130,000	150,000	100,000	100,000	100,000	580,000
Photocopier Upgrades		50,000				50,000
E-COMM Radios		650,000				650,000
Minor Building Renovations		100,000	50,000	50,000	50,000	250,000
Police Equipment Upgrade	180,000	150,000	130,000	100,000	75,000	635,000
<b>Total Capital Priorities</b>	<b>\$ 310,000</b>	<b>\$ 1,100,000</b>	<b>\$ 280,000</b>	<b>\$ 250,000</b>	<b>\$ 225,000</b>	<b>2,165,000</b>

**2024 PROJECT DETAILS**

**Administration System and Servers**

In the past couple of years, the IT department has demonstrated progress in enhancing the organization's capital infrastructure with notable achievements in storage implementation. Efforts have been focused on updating both primary and secondary storage capabilities, resulting in improved data management, accessibility, and reliability. These initiatives have laid the foundation for a more efficient and robust storage infrastructure.

Continuing on this trajectory, the department will direct its attention towards further migrations to cloud-based systems in the upcoming year. One significant example is the adoption of Microsoft's cloud services, which offers a range of benefits including scalability, flexibility, and streamlined operations.

Building upon the successful implementation of storage upgrades and ongoing migrations to cloud-based systems, the IT department has identified key focus areas for 2024. These include:



### Network Switch Upgrades (Edge):

Recognizing the critical role of a robust and efficient network infrastructure, the department will allocate resources and funding towards upgrading network switches. This upgrade will enhance network performance, reliability, and security, facilitating seamless communication and data transfer within the organization.

### Updated External Website Rollout:

Despite previous delays, the department remains committed to the rollout of an updated external website in 2024. The project will entail a comprehensive redesign, focusing on improving user experience and ensuring the delivery of timely and relevant content. The updated website will serve as a valuable digital platform, enabling effective communication with stakeholders and enhancing the organization's online presence.

### Minor Building Renovations

The 2023 approved capital budget includes \$50,000 for feasibility studies on two potential capital projects. The funds will be carried forward into 2024 due to resource constraints and competing priorities. While the delay in the feasibility study and project implementation is not ideal, it is necessary to accommodate the current circumstances. Once the feasibility studies are finalized, the department will update the forecast accordingly.

The first project aims to increase the capacity of change rooms and improve washrooms to enhance privacy and efficiency. The objective is to create a more functional and accommodating space that promotes inclusivity for all staff. By improving privacy and efficiency, the project aligns with the goal of creating a better working environment for the department. The second project focuses on making improvements to building security.

Despite the delays, the NWPD remains committed to conducting the feasibility studies and implementing these capital projects.

### Police Equipment Upgrades

In 2023, the primary focus of the police equipment upgrades revolved around acquiring the remaining firearm sights and adhering to our established 5-year replacement cycle for member vests. Recently the department conducted an extensive review of the anticipated equipment needs within the department. This review revealed that most of our inventory of Conducted Energy Weapons (CEWs) have surpassed their recommended "Useful Life", several more will reach this point later this year and only two will have a remaining useful life to 2027. According to the manufacturer, they have issued 5-Year "Useful Life Recommendations" for all CEW weapons. The "Useful Life Recommendations" should not be interpreted as an expiration date, however, from a risk management standpoint, it is best practice to replace units older than 5 years to avoid the increased risk of a failure in the field."

The department has been waiting for approval from the Province to be able to move to a newer CEW model. Unfortunately, this approval process has experienced delays but is expected to be finalized later this year or early next year, and considering almost all of our CEW's will have surpassed their recommended "Useful Life" by October of this year, it is necessary to begin planning the replacement of our CEW's. The current proposal is to roll out the new CEW's over a two-year period to help reduce the financial burden in one year. In addition to the replacement of the CEW's, the department will continue to implement the 5-year vest replacement cycle, ensuring that all members have up-to-date protective gear. The 5-year cycle is based on the issuance date of the previous vests, incorporating a reasonable factor to account for inflation.

### **CONCLUSION**

In summary, the New Westminster Police Department's proposed 5-year capital plan (2024-2028) outlines a total budget of \$2,165,000, with \$310,000 allocated for implementation in 2024. This comprehensive plan highlights the department's strategic approach to enhancing infrastructure, adopting technological advancements, and prioritizing officer safety. By investing in these areas, the department aims to enhance operational efficiency, promote inclusivity, and strengthen community engagement.

### **OPTIONS**

*Option #1 – That the New Westminster Police Board received this report for information*

*Option #2 – That the New Westminster Police Board provide staff with other direction*

Staff recommends option 1.

### **ATTACHMENT:**

#### A. 2024-2028 New Westminster Police Department Capital Plan

This report has been prepared by: Jacqueline Dairon

Approved for Presentation



Dave Jansen  
Chief Constable

## 3.2 Attachment A



# NEW WESTMINSTER POLICE DEPARTMENT PRELIMINARY 2024 - 2028 Capital Plan

5 Year Capital Plan						
Description	2024	2025	2026	2027	2028	Total
Administrative Systems/Servers	130,000	150,000	100,000	100,000	100,000	580,000
Photocopier Upgrades		50,000				50,000
E-COMM Radios		650,000				650,000
Minor Building Renovations		100,000	50,000	50,000	50,000	250,000
Police Equipment Upgrade	180,000	150,000	130,000	100,000	75,000	635,000
<b>Total Capital Priorities</b>	<b>\$ 310,000</b>	<b>\$ 1,100,000</b>	<b>\$ 280,000</b>	<b>\$ 250,000</b>	<b>\$ 225,000</b>	<b>2,165,000</b>



# New Westminster Police Department

## REPORT

**To:** Mayor Johnstone and Members of the New Westminster Police Board      **Date:** July 25, 2023

**From:** City of New Westminster Manager of Public Engagement, Jennifer Miller      **Item #:** 3.3

**Subject:** Considerations for public engagement specific to the New Westminster Police Department annual budget

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### **RECOMMENDATION**

*That the New Westminster Police Board discuss and provide direction to staff on how to approach potential public engagement on the NWPD's annual budget.*

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### **PURPOSE**

This report is to provide the New Westminster Police Board with information about the City of New Westminster's budget engagement and themes from community input related to policing, public safety and the NWPD's budget, as well as to outline strategic considerations and questions related to the potential for public engagement on the NWPD's annual budget.

### **BACKGROUND**

Following a discussion at the June 20, 2023 Police Board meeting about public input on the New Westminster Police Department's annual budget, NWPD staff sought advice and support from the City of New Westminster's Public Engagement division. At the Board's request, the City's Public Engagement team is providing some context, strategic considerations and questions for the Board to review and discuss as it considers how to approach potential engagement specific to the NWPD budget.

[Public Engagement on the City of New Westminster Annual Budget](#)

Public engagement on the City's overall annual budget has been a standard practice for several years, with the exception of 2022 due to the municipal election and timelines required to develop, finalize and adopt the City's 2023 budget. Engagement on the City's 2024 budget is currently taking place, with a public survey and discussion forum having recently closed on July 11, 2023. Targeted engagement with tenants and racialized community members is ongoing until early August. Following active engagement, a comprehensive report on the engagement findings is expected in late August.

While the City's budget engagement has not usually included questions specific to the police budget, several questions in recent years have resulted in themes and input from participants that relate to public safety, priorities for spending and City services, and perceptions about value for tax dollars. A summary of these themes is provided below. Please see Attachment 1 for a copy of the City's 2024 Budget Survey. The survey results and analysis of key themes is expected in late August.

### City Budget 2024 – Early Results

Although the community-wide survey did not include any questions specific to policing or public safety, and analysis of the results is still underway, a theme in the open-response input has been identified by staff that directly relates to the police budget. This theme is related to:

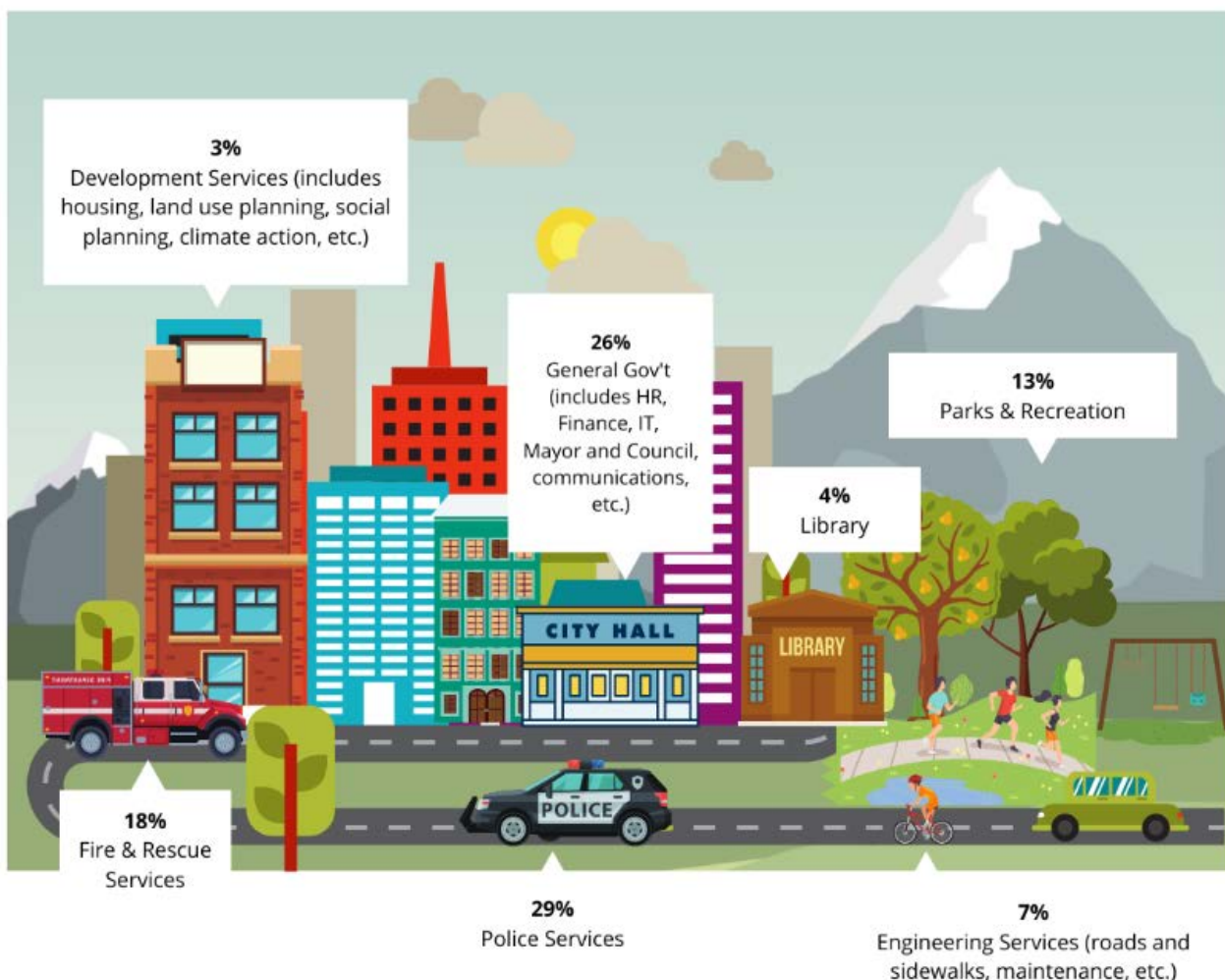
- a perceived lack of value for the portion of the City's budget that is spent on policing,
- a desire to see more police presence or have a higher level of police service (i.e. more non-emergency support) for the portion of the City's budget that is spent on policing, and/or
- a desire to reduce the portion of the budget spent on policing and allocate that money to other community services.

Staff have identified approximately 75 participants who shared comments related to this theme in one of the survey's open-text response questions. This represents about 25% of the total of 293 written responses to this question. A total of 470 people participated in the Budget 2024 online survey.

These comments were provided in an open response question that was an optional follow-up to a multiple choice question that asked participants to rank the value they receive for their tax dollars: "OPTIONAL: Please tell us a little bit about why you feel that way about the value you receive for your tax dollars. Are there any particular services you feel are providing good value, or on the flip side are not providing good value?"

An infographic included in the survey, and below, showed the breakdown of the City's 2023 operating budget by service area, with the NWPD budget identified as 29% of the overall City of New Westminster's operating budget. The multiple choice question asked: "Thinking about all the programs and services that you receive and that the City of New Westminster provides, how would you rank the value you receive for your tax dollars?" The answer choices were: Good value, somewhat good value, average value, somewhat poor value, poor value. The open-response question immediately followed this multiple choice question.

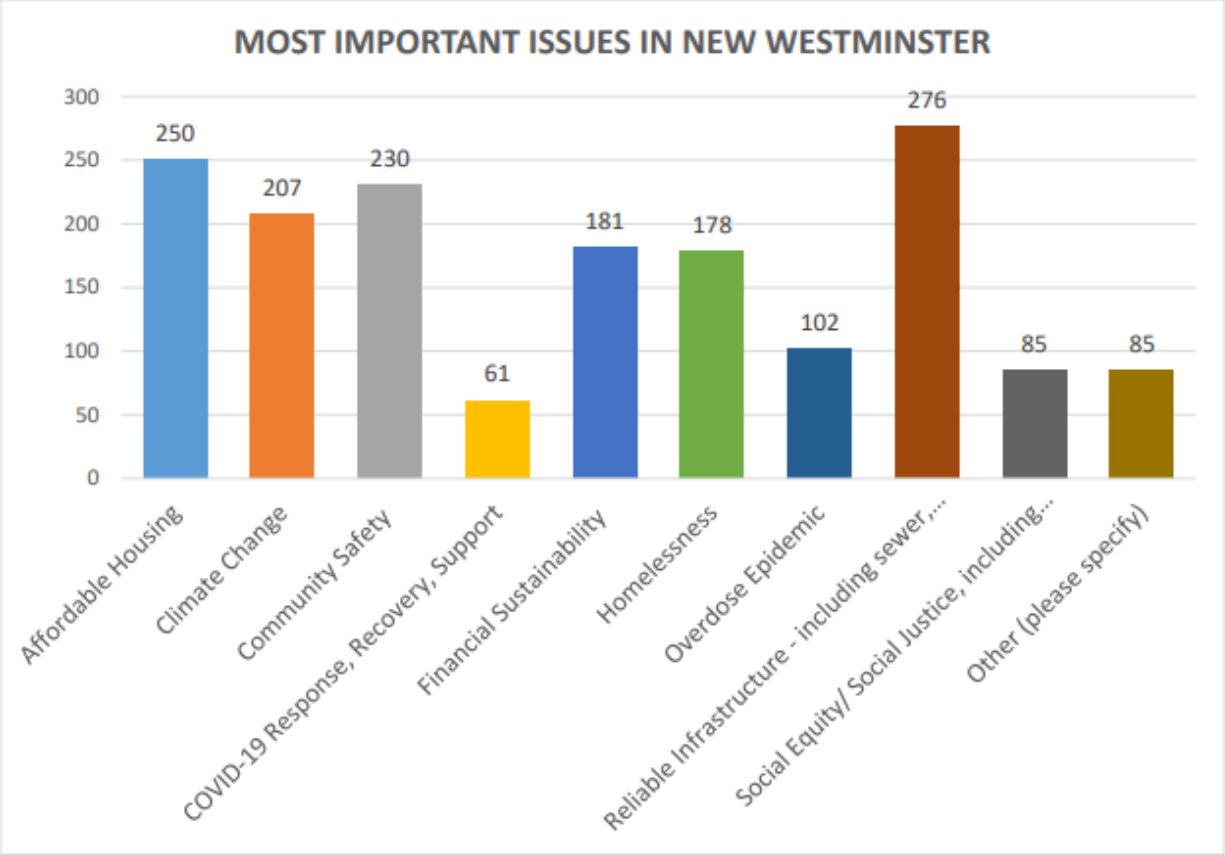
See Attachment 1 for the full Budget 2024 online survey, and [click here to view the Budget 2024 page](#) on the City's Be Heard New West online engagement platform. The fulsome engagement report – outlining the engagement process, the results, key themes and next steps – is expected to be posted on the Be Heard page in late August.



### City Budget 2022 Engagement Themes Related to Policing

Two of the Budget 2022 survey's multiple choice questions included answer options related to public safety and crime. The relevant results are included below, and the full [engagement summary report](#) can be accessed via the link or on the [Budget 2022](#) Be Heard page (in the Documents menu).

Survey Question #2: What do you think are the most important issues facing the New Westminster community today? Please select up to three top issues.



“Community Safety” ranked No. 3 out of 10 choices, behind “Reliable Infrastructure” and “Affordable Housing.”

Survey Question #3: In recent years and months, the following emerging priorities have been identified – all of which are putting pressure on the City’s budget. Please rank these in the order in which you would prefer the City to prioritize its action (1=highest priority for City action; 8=lowest priority for City action)

Emerging Priorities	Average Score (1=highest priority)	Overall Rank
<b>Total responses: 580</b>		
City's response to addressing crime	3.87	1
City's response to ensuring a range of affordable housing choices	3.91	2
City's response to accelerating on sustainable transportation, such as greenways, bikeways, sidewalks, transit improvements, etc.	3.93	3
City's response to addressing homelessness	4.03	4
COVID-19 response supporting local business	4.4	5
COVID-19 response supporting vulnerable populations	4.6	6
City's response to extreme weather events and support for community members, such as operating 24-hour cooling centres	4.77	7
City's response to the overdose crisis	4.97	8

“City’s response to addressing crime” ranked No. 1 overall; however, the engagement summary report highlights that the overall scores are very close between all eight answer options: “It’s important to note that while there were eight answer options, the average rank across all participants falls within three and four for all of these priority areas. This indicates that responses were so varied and mixed that no one response area really rose to the top. For example, there is only 0.06 difference in overall rank between the top priority and third priority as identified by participants. There is only 1.1 difference between priority #1 and #8.”

#### City Budget 2021 Engagement Themes Related to Policing

Only one of the Budget 2021 survey’s multiple choice questions included an answer option related to police services. However, public safety was a theme in written responses for two questions. The relevant results are included below, and the full [engagement summary report](#) can be accessed via the link or on the [Budget 2021](#) Be Heard page (in the Documents menu).



Survey Question #2: When it comes to the Operating Budget, we recognize that all City services are important and that residents have unique needs and use City services differently. With reduced City revenues due to COVID-19 and competing demands for services, we also know that decisions will need to be made on what to prioritize and what should be reduced or deferred. Please rank the following core City services in order of relative importance to you:

<b>Core City Service</b>	<b>Average Score (1=highest priority)</b>	<b>Overall Rank</b>
<b>Total responses: 779</b>		
Emergency & protection services (police & fire)	3.63	1
Utilities (water, sewer, electrical)	4.02	2
Garbage & recycling	4.81	3
Parks, green spaces & open space maintenance	4.91	4
Road, sidewalk, greenways & bus stop maintenance	4.94	5
Operating recreation facilities & programs	5.76	6
Community planning (including land use, social, affordable housing and heritage)	5.84	7
Operating library facilities & programs	6.71	8
General government & administration (includes City finances and purchasing, IT, running Council meetings, etc.)	7.92	9
Operating cultural facilities & programs	7.97	10
Bylaw enforcement	7.99	11

“Emergency & protection services (police & fire)” was ranked No. 1 overall out of 11 core services.

Survey Question #1: What do you feel are the most important issues in New Westminster today? Please select up to three top issues.

While there was no multiple choice answer option directly related to public safety or policing, there was an “other, please specify” open response choice. The top theme in the written responses for those who selected “other” was “Public safety / crime / security / law & order,” with 33 mentions (out of 206 “other” responses and 1,071 total responses).

Survey Question #5: Thinking about the top priorities you have identified in the previous questions, if you had to choose only one priority, what is the one thing that's most important to you?

This was an open-response question, and the fifth top theme was: "Public safety / crime / support for police / first responders" with 43 mentions out of 603 total comments.

## **DISCUSSION**

From a best-practice perspective for effective and meaningful public engagement, there are several considerations for the Board as it contemplates the potential for further engagement specific to the NWPD's 2024 budget.

The first consideration is the planned timeline for the remainder of the 2024 budget process: seeking input from the Board, City Council, and the public, making updates to the draft budget, and then finalizing the budget by the November 21, 2023 date identified for the Board's final approval. Based on the timeline included in the June 20, 2023 report to the Board, the initial draft budget will be presented to the Board in July, with updated drafts and opportunities for public input planned in both September and October. There are also two meetings with City Council identified in the timeline before the final approval in November.

This schedule provides limited time to plan, implement and report out on a public engagement process that would go beyond an opportunity to receive comments at open Board meetings. Time would also be needed to incorporate the engagement results into the draft budget. Depending on the Board's direction, engagement could potentially take place during September; however, this leaves little time for engagement reporting and incorporating the input in the draft budget by the next budget milestone scheduled for October 17, 2023 (updated budget presented to the Board).

Secondly, given there is already an initial draft budget for consideration, the level of engagement for the community is limited to the "inform" and "consult" levels on the International Association for Public Participation (IAP2) Spectrum, included below.

developed by the international association for public participation

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

Providing information is a key step in any engagement process, and people need information to provide meaningful input. However, only informing – without also seeking input – should not be considered engagement. The “consult” level of the Spectrum can be meaningful if there are clear options or aspects where the draft can be changed based on the input received, but this is not the case with every project or decision.

This leads to questions about what input the Board is looking for from the community. What information does the Board need from the public in order to update and finalize the draft budget?

A related consideration is whether there is meaningful flexibility or options in the draft 2024 budget that members of the public can expect to influence. Put another way: What is open for change? How does the Board plan to action or implement the input from community members? What difference will the consultation make to the outcome? If there is no clear purpose or outcome identified for the engagement, it is not recommended to ask community members to take the time to share their input.

The Board may also want to consider that, in general, public sentiment about policing, and the role of police in society, is quite mixed. Without presupposing the input the Board may hear from people in New Westminster who choose to participate, it is very likely there would be a variety of views and likely no large majority sentiment. This variety of perspectives has been demonstrated through the City’s budget engagements in recent years.

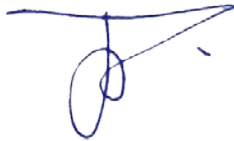
Finally, it is important to consider what other engagement has taken place that may inform the current project/decision, as well as what engagement is planned during the same timeframe. As outlined earlier in this report, it is important to consider the findings of the City’s budget

engagement related to policing and public safety. As well, the NWPDP is preparing to collect input through a public opinion polling process led by Ipsos. While this public opinion survey will not include questions specific to the NWPDP budget, the results may provide information about public sentiment that could help inform budget-related decision-making. The statistically-valid (representative) polling results are expected in October 2023.

When it comes to other City of New Westminster public engagement being planned for September 2023, the Public Engagement division is aware of up to three projects that have active engagement (collecting input) in September.

As the Board considers the parameters outlined above and discusses the potential for engagement on the draft 2024 budget, the Board may also want to start considering potential options and approaches for future engagement on the NWPDP budget. For example, in future years, potentially seeking community input before a draft budget is developed, or perhaps requesting to add some specific questions about the police budget to the City's budget engagement.

This report has been prepared by:



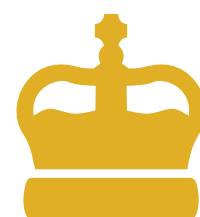
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Jennifer Miller  
Manager, Public Engagement  
City of New Westminster



# Considerations for engagement on the NWPD budget

July 25, 2023



NEW WESTMINSTER

# What We've Heard: City Budget

- **Concerns about % of City's total operating budget spent on policing**
- **Public / community safety is a priority**
- **Addressing crime is a priority**
- **Emergency and protection services (police and fire) ranked as an important core service area**
- **Overall, input is mixed:**
  - **Some comments about support for police/first responders;**
  - **Others about money for police should be redirected to social/other programs**

# Things to Consider

- Intended **purpose** or goal of engagement
- **Timeline** for engagement, relative to budget timelines
- Level of engagement is **limited** with draft budget already in place
- How input will be **incorporated** / actioned
- **Polarized** views on role of police
- Other related engagement, and **upcoming engagement**

# Questions for Discussion

## **What input is the Board seeking from residents / the community?**

- **What questions do you have for the public about the budget?**

## **What is flexible / open for change in the draft budget?**

- **How will community input be incorporated into the draft budget?**
- **What will you do with what you hear?**



# City Budget 2024

Be Heard New West City

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## 2024 City Budget Survey

The purpose of this survey is to consult the community on the 2024 and ongoing budgets. City budgets are critical in serving a diverse community, providing critical infrastructure like drinking water, sewers, public safety, libraries, parks, and many other government services and amenities.

We are asking for the **community's feedback on some key questions from City Council and staff**. This feedback will help our Council and staff validate and learn more about how our budget decisions align with community priorities, and make adjustments when there is a growing gap or concern.

**New this year:** Community members who complete the survey can choose to enter a **prize draw for a \$50 gift card** to a local business of your choice. Three gift cards will be awarded by random draw after the survey has closed (early July).

**Community input is one of several factors** that inform the development of the City's annual budget. Some of the other factors that guide decision-making during the budget process include:

- the mandatory services every municipality must deliver,
- City Council's strategic priorities,
- existing strategies, policies, plans, and financial commitments,
- the City's Seven Bold Steps to address the climate emergency,
- an ongoing journey of reconciliation,
- and the City's commitment to diversity, equity, inclusion, and anti-racism.

**The survey will take approximately 15 minutes to complete, and will be open until end of day July 10, 2023 (previous deadline extended!).**

Prefer to complete the survey in a different language? Click the Select Language button at the top right of the page, and choose your language. The survey, page content, and all other feedback tools will be translated. We are also happy to offer additional support to complete the survey. Please contact us at [engage@newwestcity.ca](mailto:engage@newwestcity.ca) with requests.

### **Part 1: Financial Planning**

When City staff begin to prepare their departmental budgets for next year, they will be responding to several changes in the City's financial outlook. These include aligning the City's work plans with Council's [new strategic priorities](#), the ongoing rise in inflation, increased population, and new staff and other resources that will be needed to operate the new *təməsew̓tx̓* Aquatic and Community Centre. Another key budget driver includes third-party funding like the Provincial Government support from the Growing Communities Fund and opportunities for other grants.

Over the last several months Council has been working through a strategic planning process to identify its priority work areas for the next few years. On May 8, 2023, Council adopted [this plan](#).

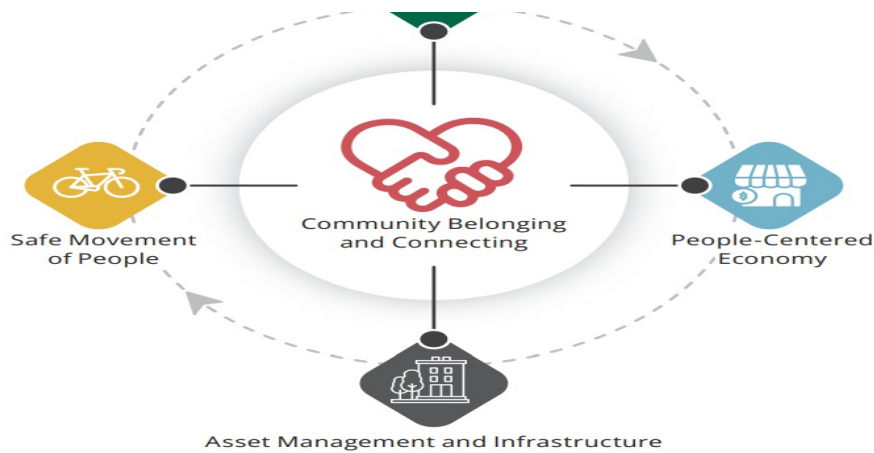
The 2023-2026 Strategic Priorities Plan identifies five areas of focus:

Homes and Housing Options



# City Budget 2024

Be Heard New West City



These priorities are grounded by several contexts through which all work should be considered: reconciliation, public engagement, climate action and environment, and diversity, equity, inclusion, and anti-racism (DEIAR).

It is expected that the **2024 City Budget will include additional resources for these focus areas**. Also, City staff have typically structured the annual budget around Council's priorities to show how money is being allocated.

In considering how City funds are allocated, **what is your level of support for using Council's five strategic priorities, as listed above, as a guide for prioritizing spending and how the City's budget is structured?**

(Choose any one option)

- Support
- Somewhat support
- Neither support nor do not support
- Somewhat do not support
- Do not support

OPTIONAL: Please share why you chose that answer or any comments about Council's new strategic priorities.

An overarching goal of the City's budget is to maintain the financial health of the City. The work is guided by the following principles to ensure the budget is:

- **Sustainable:** Maintain assets in a state of good repair through reasonable property tax / utility rates increases, and without disruptions to services. Living within our means;
- **Adaptable:** The ability to change debt levels or leverage reserves, ability to ramp up or down on spending;
- **Stable:** Predictability of City's sustainable revenue sources and less reliance on external funding or third party funding; and
- **Accountable:** Fiscally prudent and responsible; the ability to ensure that the City's financial decisions are in the best interest of all

# City Budget 2024

## Be Heard New West City

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interest or all.

These principles help to ensure the City has manageable levels of debt and maintains stable reserves (savings) to support reasonable year-over-year tax increases and respond to emerging priorities.

### What is your level of support for these principles as a foundation for the City's financial planning?

(Choose any one option)

- Support
- Somewhat Support
- Neither support nor do not support
- Somewhat do not support
- Do not support

**In general terms, how would you like to see the City make its financial planning decisions?** Select one of the three options, or somewhere in between.

Questions	Plan and save for the future through a greater focus on adding to reserves (save more)	-	Balance spending on the critical needs of today, while also saving for the future (balance spending and saving)	-	Reduce contributions to reserves (savings) and focus on the needs and wants of today (save less) Note: this would lead to significant tax increases in future years.
In general terms, how would you like to see the City make its financial planning decisions?					

By law, the City of New Westminster is required to balance its annual **operating** budget. This means the City cannot borrow money, use credit, or run a deficit to pay for day-to-day operations. There are several options the City can consider in order to increase revenues or cut expenses in order to achieve this balance. **Please rank the following methods and options you would like the City to consider as a way to balance the 2024 budget.** (1= most preferred choice)

Note: You do not need to rank all of the choices.

(Rank each option)

- \_\_\_\_\_ Continue to offer the same services, but not to the same level. For example, reduced hours at facilities
- \_\_\_\_\_ Increase property taxes (for both residential and business)
- \_\_\_\_\_ Increase user fees for City services that currently have fees
- \_\_\_\_\_ Introduce new user fees for some City services that currently have no fees
- \_\_\_\_\_ Postpone non-critical infrastructure projects (for example, new amenities)
- \_\_\_\_\_ Reduce the number/type of services the City offers (i.e., no longer offer some services)

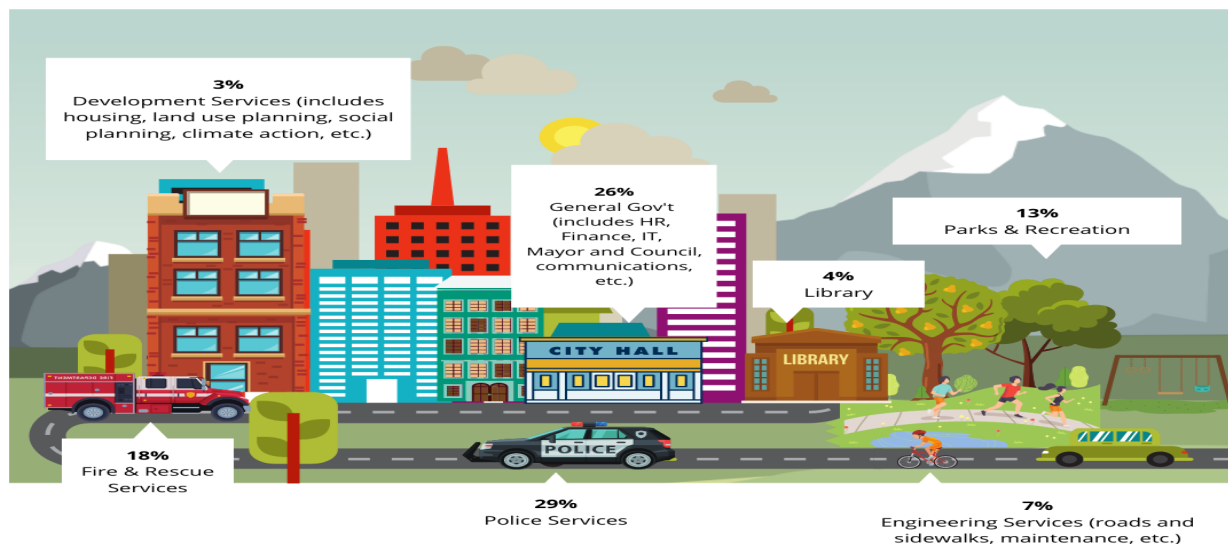
### Part 2: Taxation

City services are funded largely from property tax payers across New Westminster. Renters also contribute to property taxes through their rent. A portion of the money collected annually through property taxes is also sent to other authorities: the Provincial Government, Translink, Metro Vancouver, etc. The total municipal taxes collected for New Westminster is approximately \$105 million for 2023 and funding is allocated to the Operating Budget as follows:

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[Click here for more information on the services and programs your tax dollars fund.](#)

Thinking about all the programs and services that you receive and that the City of New Westminster provides, **how would you rank the value you receive for your tax dollars?**

(Choose any one option)

- Good value
- Somewhat good value
- Average value
- Somewhat poor value
- Poor value

OPTIONAL: Please tell us a little bit about why you feel that way about the value you receive for your tax dollars. Are there any particular services you feel are providing good value, or on the flip side are not providing good value?

Each year, staff provide City Council with a budget outlook, which includes a potential property tax increase. The outlook is largely driven by **fixed cost increases** due to inflation, or other **external cost increases** like emergency communications, WorkSafe compensation, insurance policy renewal, etc. In addition to inflationary cost increases, staff will work with Council for **investments** in either existing City services or new services that support delivery of Council's strategic priorities.

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With the changing financial landscape, **affordability challenges and inflation** are leaving little room to enhance existing City services, which creates **significant pressure on the City's ability** to keep property tax increases at or below inflation.

**With these factors in mind, when it comes to municipal taxes, what is your preference for the tax rate for 2024 as it relates generally to service levels?**

*Note: if you are a renter, please consider the tax rate relative to levels of service the City is able to provide, and offer your perspective on service levels.*

Examples of tax increase amounts are as follows. Note this only accounts for the portion of your total tax bill that goes towards municipal taxes:

**A 4% tax increase would mean:**

- \$96.00 for the year (approx. \$8.00 per month) for a strata property with an assessed value of \$647K
- \$164.00 for the year (\$13.67 per month) for an average single family home with assessed value of \$1.58M

**A 5% tax increase would mean:**

- \$111.00 for the year (approx. \$9.25 per month) for a strata property with an assessed value of \$647K
- \$201.00 for the year (approx. \$16.75 per month) for an average single family home with assessed value of \$1.58M

**A 7% tax increase would mean:**

- \$142.00 for the year (approx. \$11.83 per month) for a strata property with an assessed value of \$647K
- \$276.00 for the year (approx. \$23.00 per month) for an average single family home with an assessed value of \$1.58M

(Choose any one option)

- Increase property taxes at approximately the rate of inflation (i.e. 4% increase) with a view to maintain existing levels of service.
- Increase property taxes 5-6% to marginally increase services, programs and initiatives, including Council's Strategic Priorities.
- Increase property taxes more than 7% to increase services, programs and initiatives, including Council's Strategic Priorities.
- No property tax increase. Reduce service levels to achieve this.
- Decrease property taxes. Substantially decrease service levels to achieve this.
- Other (please specify)

### **Part 3: Capital Spending**

The Capital Budget largely supports renewal and upgrades for existing City assets like the new community centre, or water and sewer main replacements. While the Operating Budget is about paying for day-to-day City services, the Capital Budget is about paying for long-term physical infrastructure.

Capital projects are funded from the City's reserves or savings accounts, which are funded over many years of planned contributions to ensure the money is available when infrastructure needs to be replaced. Some funding for capital projects also comes from third-party grants, such as from Translink and/or Provincial and Federal governments.

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When new initiatives or growth-related assets – such as a new electrical sub-station, a larger community centre, or a new theatre – are added to the City’s existing asset base, then the City needs to borrow money (take on debt) or take from reserves that were planned for current and future renewal of existing assets.

The level of City reserves (savings) is a key determination of the City’s financial health and long-term sustainability to maintain public infrastructure in a state of good repair. A healthy level of City reserves also helps support stable tax rates over the long-term, and helps plan for the needs of a growing population.

The City’s current five-year capital plan is estimated at over \$400 million of renewed /upgraded or new assets across New Westminster. [Click here for more information about the 2023 capital plan and an overview of planned projects.](#)

The following questions ask about your priorities within different categories of planned capital projects or spending. The types of projects listed in this section include many of the major projects identified to either start or continue in 2024. [Click here](#) for more information on the current capital plan (2023-2027), starting on Page 37.

Think about which are most important to you, and the community as a whole, and rank them in order of which you feel should get the most support / money. You do not need to rank all of the choices.

## Transportation capital projects:

(1=most important, 9 = least important)

(Rank each option)

- Sidewalk repairs, new sidewalks and expanding pedestrian areas
- Road repairs and paving
- Building new sustainable transportation routes (cycling, wheeling, walking) and improving existing greenways
- Adding new bus shelters and benches at bus stops
- Public realm improvements (such as sidewalks, lighting, seating, etc.) in major pedestrian areas such as Sixth Street and Sixth Avenue in Uptown
- Traffic signal replacements and adjustments
- Street lighting renewal and improvement
- Install traffic calming measures such as speed humps, curb extensions, etc.
- Improving rail crossing safety and advancing whistle cessation

## Parks improvement capital projects:

(1=most important, 10 = least important)

(Rank each option)

- Outdoor Swimming Pools - maintenance of Hume Park Outdoor Pool to extend facility service life
- Artificial Turf Sport field – replacement of end of life synthetic turf playing surface at Queen’s Park East Field
- Outdoor Fitness Equipment Stations – increase inventory of public fitness equipment across park system (part of multi-year project)

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- Park Lighting - replacement of end of life pedestrian lighting infrastructure along Westminster Quay esplanade (part of multi-year project)
- Playgrounds - repair and renewal of existing playground structures
- Public Seating - small scale projects to increase availability of public seating in parks and outdoor public spaces
- Sport Courts (tennis) – repair and maintenance of existing courts at Simcoe Park
- Spray Parks – renewal of existing spray park at Hume Park
- Tree Planting – installation of trees in parks, public lands, and city boulevards (part of multi-year project)
- Westminster Pier Park Expansion – westward expansion of park into lands dedicated to the City from adjacent development project.

### **Part 3: Capital Spending Continued**

The following questions ask about your priorities within different categories of planned capital projects or spending. The types of projects listed in this section include many of the major projects identified to either start or continue in 2024. [Click here](#) for more information on the current capital plan (2023-2027), starting on Page 37.

Think about which are most important to you, and the community as a whole, and rank them in order of which you feel should get the most support / money. You do not need to rank all of the choices.

#### **Facilities and amenities capital projects:**

(1 = most important, 6 = least important)

(Rank each option)

- Seismic and safety upgrades to the Massey Theatre
- Contributions / support for affordable housing projects
- Repairs and upgrades to existing civic buildings and facilities to keep them in a state of good repair
- Retirement of older buildings and facilities that have reached the end of their service life
- Rehabilitation and repair to older civic buildings and facilities to extend their service life
- Contributions / support for daycare

#### **Utilities capital projects:**

(1 = most important, 8 = least important)

(Rank each option)

- Sewer separation work – creating new sewer pipes to remove stormwater from the combined sewer system (required by Province)
- Replace aging sewer mains and add new sewer mains
- Replace aging water mains and add new water mains
- Sapperton district energy system (renewable energy system for entire neighbourhood)
- Replace garbage and recycling collection trucks at end of life
- Rehabilitation and repair to sewer pump stations
- Expand Bridgenet fibre optic infrastructure
- Maintain and expand electrical infrastructure

#### **Climate action-related capital projects:**

(1 = most important, 4 = least important)

(Rank each option)

- Building retrofit and heat pump incentive programs for property owners
- Implement the eMobility Strategy with various initiatives such as technical support for EV charging in multi-family buildings, e-bike programs, etc.
- Replace City fleet vehicles with EVs when vehicles reach the end of service life
- Upgrades at City-owned buildings to reduce GHGs; for example, install more efficient HVAC systems when existing HVAC reaches end of life

OPTIONAL: Please share any comments you may have on the City's capital budget, and the types of projects you feel should be prioritized for the benefit of the community.

# City Budget 2024

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From time to time, **the City may receive additional funding that was not expected** or factored into the financial plan. For example, we sometimes receive grants from the Provincial or Federal governments, we receive a portion of Provincial gambling revenue, and we recently sold carbon credits to set up the Climate Action Reserve Fund.

Similar to when you receive unexpected money in your household budget – i.e. a government credit, your income tax return, or a monetary gift – the City must decide how to allocate these funds. Like with your household budget, we could **spend the money on something practical** like a repair or home maintenance, **put the money into savings** for a future need, or **spend it on something we really want** (but may not need). Or, we could direct some of the money to each of those areas.

### Generally, when the City receives such funding, how would you prefer we allocate it?

Using the table below, indicate how you would like the City to distribute any unexpected funding that may come from other levels of government or other sources. **Be sure not to allocate more than 100%!**

*Note: Want to share more input about why you chose to allocate the funding this way? Contribute to the [Discussion Forum on Be Heard here!](#)*

Questions	0	25%	50%	75%	100%
Pay for existing projects that are already planned					
Put the money in reserves (savings) for future needs					
Add new project(s) based on community needs and requests					
Move an existing project up in priority to deliver it faster					
Put the money directly towards keeping tax and utility rates as low as possible					
Pay down the City's debt					

If you would like to be entered into the prize draw for **one of three \$50 gift cards to a local business of your choice**, please provide the best email address for us to reach you with the prize info.

*(Note: leave this blank if you do not wish to enter the draw)*





# New Westminster Police Department

## REPORT

**To:** Mayor Johnstone and Members of the New Westminster Police Board      **Date:** July 25, 2023  
**From:** Inspector Aman Gosal      **Item #:** 4.1  
**Subject:** New Westminster Victim Assistance Association

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### **RECOMMENDATION**

*THAT the New Westminster Police Board accept this report for information.*

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### **PURPOSE**

The purpose of this report is to provide the New Westminster Police Board (the Board) with information pertaining to the dissolution of the New Westminster Victim Assistance Association (NWVAA.)

### **BACKGROUND**

The NWVAA was formed in 1981 through a collaboration with the New Westminster Police Department (NWPD), Probation Services, and members of the community with the goal of ensuring the provision of services to victims of crime or trauma in the New Westminster Community.

In 1982, with the help of the NWVAA, the Victim Assistance Unit (VAU) was created and became a unit within the Community Services Section of the NWPD with service delivery being carried out by volunteers. In 1984, the NWVAA received funding to hire a Manager and one staff member for VAU, which would later grow to four full-time staff.

In 1987, a formal Service Agreement was entered into between the NWVAA and the New Westminster Police Board; however, at some point this Service Agreement was lost. This

model continued to develop into a robust program with a highly trained auxiliary staff and volunteer pool.

In 2001, the four VAU staff became employees of the Board, supplemented by the auxiliary and volunteer program, which was overseen by the NWVAA. A member of the Board has traditionally held a non-voting position on the NWVAA.

In 2017, it was determined that the original Service Agreement could not be located, and a decision was made by the Board to create a new updated Agreement. In working on this new Agreement, NWPD staff determined that there were several challenges in the current working model, wherein the full-time VAU staff were NWPD employees while the auxiliaries and volunteers fell under the NWVAA. Some of these challenges included the NWVAA's inability to provide HR support, and the fact that NWVAA auxiliary staff were engaging in relief work for CUPE staff.

In September of 2019, the Board received a report on the nature of this relationship and approved the following motion:

*"That the New Westminster Police Board direct the New Westminster Police Department to remove the New Westminster Victim Assistance Association from operational and human resource involvement with the Victim Assistance Unit but keep full involvement in victim advocacy through supporting volunteers."*

In March 2020, due to the Covid-19 pandemic, the VAU volunteer program was suspended. In the fall of 2022, as NWPD operations began to move out of Covid-19 restrictions, VAU Coordinator, Bailey Keeler, completed a review and analysis (copy attached) of the VAU volunteer program. This report outlined the benefits, and challenges of the program and how it compared to other Lower Mainland Police-Based Victim Services Programs. This analysis indicated that Police-Based Victim Services appeared to be moving away from the volunteer model and towards staff-based models. The report was provided to the NWVAA for their awareness and input.

Some of the challenges identified in the report included:

1. Potential liability in utilizing less trained volunteers in sensitive areas of victim management.
2. The changing nature of VAU service delivery and the industry trend of moving away from volunteer provided services.
3. The education and training requirements of VAU staff.
4. The issue of volunteers again undertaking CUPE related work.
5. Impact on VAU staff training and maintaining the volunteer cadre.

## **DISCUSSION**

Since that time, the NWPD have engaged in numerous discussions with the NWVAA on the future of the volunteer program and a decision was made that based on the analysis conducted, the volunteer program would be concluded. The program had approximately 50 volunteers at various levels of commitment pre-Covid (only 30 of which were active).

A meeting invitation was sent to all remaining volunteers, of which ten attended, regarding the termination of the volunteer program. All attending volunteers were offered additional volunteering opportunities within the organization, of which five decided to take part in.

With the conclusion of the volunteer program, the NWVAA expressed an interest to continue to be involved in providing support for victims of crime. Despite extensive conversation on this issue, a workable solution that met the needs of the NWPD and the NWVAA was not determined, and on March 25, 2023, the NWVAA voted to dissolve.

In making its decision, it was agreed that victim services programs had evolved and that the NWPD VAU now provided high-level services to the victims and witnesses of crime or traumatic events in the New Westminster community through a paid staff model, in large part to the work done by the NWVAA over the years.

## **FINANCIAL IMPLICATIONS**

The Rotary Club of New Westminster donated a vehicle to the NWVAA for VAU use. NWVAA and VAU will coordinate with the Rotary Club and request that they liaise directly with the NWPD on the vehicle usage by VAU.

## **OPTIONS**

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

Option #1 – That the Board provides staff with alternate direction.

Staff recommends option 1.

## **ATTACHMENTS:**

1. NWPD Victim Assistance Unit Volunteer Program Analysis

This report has been prepared by:

A handwritten signature in blue ink, appearing to read 'Aman Gosal', is written above a horizontal line.

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Inspector Aman Gosal

## 4.1 Attachment

# **New Westminster Police Department Victim Assistance Unit Volunteer Program Analysis**

Prepared by Bailey Keeler – NWPD VAU Coordinator

This is an analysis of the New Westminster Police Department (NWPD) Victim Assistance Unit (VAU) volunteer program and will provide an overview of the advantages of having a volunteer program, and some of the challenges that accompany it. This report will address some of the current challenges and changes in the victim services (VS) profession, and some of the unique details when considering the VAU Volunteer program specific to the NWPD. It will conclude by providing a basic layout of the NWPD VAU volunteer program and how that compares to other Lower Mainland (LMD) Police-Based VS programs.

### **Benefits of a VAU Volunteer Program**

#### **Community Engagement**

Having a volunteer program that consists of members of the community that the NWPD serves is in and of itself beneficial. The VAU volunteer position allows members of the community to feel that they are giving back to their community in a meaningful way by helping those in need. It also provides learning opportunities for the volunteers that are often adjacent or complementary to jobs or experiences they have outside of their volunteer role.

#### **Visibility and Representation in the Community**

The make-up of the VAU volunteer program is very diverse and consists of individuals from all different age groups, ethnic and cultural backgrounds, occupational backgrounds, and life experiences. This brings a wide variety of skill sets and representation to the VAU program and can allow for better engagement or relatability with clients.

#### **Assistance Outside of Business Hours (Monday-Friday 0745-1800)**

The volunteers can sometimes provide opportunity to assist full time staff with client follow ups afterhours. The volunteer shifts are generally in the evening, which can be helpful for clients that are difficult to reach during daytime hours.

The volunteers have also historically attended community events to run the VAU/NWPD booth and interact with members of the community. These events often occur afterhours (evenings and weekends), and the volunteers generally have flexible availability to attend these. Without volunteers performing this function, the NWPD would need to either not attend these community events, or pay to have staff attend them.

### **Challenges of a VAU Volunteer Program**

#### **Liability/Risk Management**

The various challenges below leave several areas of risk or liability for the VAU unit and the department as a whole.

- *Lack of Criminal Justice System knowledge* – volunteers do not have a comprehensive, or even basic understanding of the CJS, which is a significant amount of what victim services entails. Not having appropriate knowledge of the CJS processes can lead to incorrect information being provided to clients on an ongoing basis.
- *Release of Information* – volunteers may not have an understanding of what information is appropriate to be released to a client and what is not. While there is much training on this topic and there is significant attempt to mitigate this by the program manager, there is still risk associated when they are on shift unsupervised. An example of this could be releasing the name of an SOC where not appropriate, releasing un-vetted copies of court conditions, or police file updates that are inappropriate.
- *Risk to Clients* – occasionally volunteers will be in positions where the small decisions they make, while well intended, could increase client risk. An example of this could be leaving a voicemail message for a victim of domestic violence where messages are not safe. There are safeguards in place to prevent something like that from happening, but the threshold of understanding the risk associated to that is not something volunteers always grasp.
- *Risk to the Program/Agency* – there is liability present if proper safety protocols have not been adhered to or followed in doing victim services work. An example of this could be not assessing whether it is okay to attend a client's home accurately. Despite ample training and discussion in these areas, volunteers will not always have the ability to assess safety appropriately and to know what questions to ask. Volunteers are also often tentative to question a police member when it comes to safety or performing a task requested of them, whereas staff generally will have the knowledge and confidence to have a conversation with the member about whether a particular situation is safe.
- *NWPD VAU Uniforms* – it is an important consideration that the VAU volunteers are all outfitted with a uniform (usually a t-shirt, vest, fleece, and rain jacket), that all have the NWPD crest and VAU insignia on it. Due to the large number of volunteers, it is not feasible to store all of their uniforms at the department. The current practice is that the volunteers take their uniforms home after shift. There are parameters in place around proper use and storage of their uniforms, however there is little to no oversight outside of the office to manage whether people are adhering to those guidelines.

### **Changing Dynamics of Victim Services Work**

The dynamics of Victim Services have evolved and changed greatly over the last several years and have become quite complex. Historically, victim services programs would be supporting those who had a singular victimization. Currently, we are dealing with many complexities in this work, such as – trauma, mental health challenges, dual diagnosis, opioid crisis, high-risk domestic violence, and more. The complexities of these types of clients and files demand a highly educated and professional approach by victim services. This is becoming increasingly difficult to maintain with volunteer service delivery.

### **Legislation Changes in Victim Services**

There have been many changes to legislation pertaining to Victim Services work. One of these is the Canadian Victims Bill of Rights (CVBR) which was introduced in 2015. This is a comprehensive piece of legislation that outlines rights that victims have, such as: rights to services, protection, information, restitution, etc. It also outlines the responsibilities that policing agencies have to meet and respond to

victim rights. This legislation and the other factors listed above has placed increased demands on victim services programs to respond appropriately, professionally and adequately to these rights.

### **Service Delivery**

There has been a movement in the victim services world towards professionalizing the industry. A big component of that process has been moving to a staff-based model and eliminating volunteer programs. This has been the case with many other police agencies, and there are currently only a handful in the LMD that utilize volunteers. It is important for the police members who are calling on VAU to trust that whoever shows up will deliver a high level of service. The reality is that you will have a lower level of service delivery from a volunteer than you would from staff given the various challenges mentioned above. If police members are not having confident workers attend scenes to perform VAU duties, this will reduce their likelihood of calling and engaging VAU in the future.

The importance of professional and accurate service delivery is also equally, if not more so, important to the client. They depend on victim services to provide them with knowledge on various aspects of their victimization, as outlined in the Victims of Crime Act (VOCA) and the Canadian Victims Bill of Rights (CVBR).

### **Education**

It is ideal, and often listed in victim services job requirements, for victim services staff to have some sort of undergraduate education in psychology, criminology, social work, or other related fields. This is not something that is asked of volunteers, nor would it be feasible to implement. Having a team absent of that type/level of education puts more pressure on the internal training environment to be able to contribute educational initiatives. It also leads to potential mistakes and reduced professionalism in the work environment. Generally speaking, the volunteers lack working knowledge of the criminal justice system and social services best practices. It would be near impossible to try and duplicate this education through internal volunteer training programs.

### **Training**

Volunteers tend to have limited availability, especially in our current society where many people are having to work multiple jobs to support themselves financially. A majority of volunteers are not available during day time hours due to work or other commitments, leaving only often limited availability on evenings and weekends. This is limiting for Full Time Staff, or other contracted agencies, to provide adequate training afterhours. Due to the volunteers being in the office infrequently, they often do not retain all of the information provided at training sessions and are often needing to be retrained on an ongoing and frequent basis.

### **Availability and Commitment**

The nature of volunteerism has changed drastically over the last several years. It is simply not realistic to volunteer a significant amount of time or hours to a particular organization due to financial pressures in people's personal lives and needing to work in a paid capacity. The longevity of volunteers is also often short (high turnover) for a variety of different reasons. There is an increasing number of people volunteering because they have to for a particular program, and commit only the minimum they are required to meet their program requirements. VAU files are often active over a long period of time through the criminal justice process, and volunteers cannot maintain the level of support required. From

a client-centered approach, reducing the changing number of workers a victim is introduced to is always a goal, and volunteers do not have the availability to maintain client files in a long-term capacity.

The threshold for a volunteer missing a shift is also significantly lower than what it is for paid staff, and shifts are often cancelled at the last minute or are not able to be filled in the first place. This causes us to become increasingly reliant on the afterhours paid on-call staff (CIW's) to be on-call and allow the program to run in its intended 24/7 capacity.

### **Impact on VAU Program and Staff**

It takes a significant amount of time and organization from the Coordinator, as well as Full Time Staff, to run the volunteer program. There is a high level of administrative functions, scheduling, recruitment, training, and mentorship and engagement required on a daily basis for the volunteer program to run smoothly. The time spent on these tasks and on creating meaningful work for the volunteers is time away from other tasks such as client follow ups, member engagement, community engagement, etc. The client work and meeting our required legislated objectives should be the number one priority.

A huge component of running the volunteer program is the Human Resources (HR) components such as, job postings, interviewing, reference checks, background checks, etc. The responsibility for all of those functions falls onto the VAU Coordinator and other Full Time Staff, who are not necessarily trained in how to perform those functions. The amount of time those tasks take is also very substantial. Further, there is no formal disciplinary process in place for a volunteer who may violate code of conduct and it is left at the discretion of the VAU Coordinator. This may create instability and inconsistency in this area.

### **Unique Considerations of NWPD VAU's program**

There are also some unique considerations that are specific to the NWPD VAU Volunteer Program that may differ from other agencies.

- *Relationship with NWVAA*
  - This relationship is unique to NWPD. The NWVAA has provided for and supported the running of the NWPD VAU Volunteer program, and the VAU program in general for several years. This relationship has allowed the NWPD VAU program to have unique opportunity when it comes to things like training, uniforms, social events, etc. due to the financial support from the NWVAA.
  - Eliminating the relationship with the NWVAA would have significant financial impact on the VAU program as a whole, and the NWPD would likely incur significant cost associated to the day to day running of the program that are not inherently obvious to the NWPD at this time. This would include expenses like the Costco Candy Shop for Member Engagement, uniform costs, training costs, client food costs, client taxi costs, member appreciation gifts and events, various swag for community events, etc. If the NWPD were to decide not to take on those expenses, it would have noticeable negative impact on the VAU program to both staff and clients.
  - It should also be noted that a majority of the costs paid for by the NWVAA are related to volunteers. If the volunteer program were not to exist, there would be several expenses that would no longer be required. These would include things like Basic Training,



Volunteer Social events, Volunteer awards, ongoing training specifically for volunteers.

- *Potential Union Issues*
  - The NRPD has set the service standard that the VAU program will be available 24/7/365. This means that there is paid staff either working in the office, or on-call afterhours, to meet this need. The volunteers are not, and cannot, be relied on to provide that type of coverage, even in on on-call capacity. This has led to the current situation that exists, where there is paid on-call staff (CIW's) on-call from 1745-0700 everyday outside of Full Time Staff day hours. The volunteer shifts generally fall on weeknight and weekend evenings from 1745-2300. It has been practice that the volunteers who are on shift in the evenings will contact the on-call person during their shift if they require guidance or if there is a callout. The on-call staff provides guidance over the phone, or attends the station to assist the volunteer team if necessary. This raises a potential union issue, as you have volunteers doing paid staff work. The paid staff could argue that the volunteers are taking work away from them by responding to crisis calls during their shift in the office.
  
- *File Management in NRPD VAU*
  - NRPD made a decision to have all VAU files documented in Prime a few years ago. This transition has created a situation where the volunteers now do not have access to any of the VAU files and cannot do follow up on files as they could previously, as they do not have access to Prime. It also would not be feasible or recommended to give the volunteers access to Prime for security reasons.
  - Currently, the NRPD VAU Volunteers attend their shifts in the office, and sit and wait for a crisis call to come in. The volunteers are not called out in a crisis capacity very often, and are therefore not utilizing their skills. They also have no knowledge of what is happening in the VAU unit, as they do not have access to any of the files or file information. They are also limited with what information they can provide to clients that call in during their volunteer shifts as again, they do not have access to any of the files. This creates situations where a client may call in seeking assistance during the evening, the volunteers provide whatever information they can, but there is almost always staff follow up required the next day to provide more accurate information.
  - It should be noted that there is a possibility that NRPD VAU will eventually have access to a program called VSIS, which is a Victim Services Database created by the RCMP to manage Victim Services files. This would alleviate the issue of volunteers not having access to files, as volunteers would be able to access VSIS and basic file information while on shift.

### **LMD Police-Based Victim Services Trends**

It is worthwhile to consider what other LMD Police-Based VS Programs are doing in terms of their volunteer programs as well. Below is a brief summary of the layout of the NRPD VAU Volunteer Program and the current status of other LMD Volunteer Programs:

## **Layout of NWPD VAU Program**

Currently, the NWPD VAU consists of 1 Full Time Coordinator, 2 Full Time Caseworkers, 9 Auxiliary Staff and approximately 50 active volunteers. The minimum requirements to become a volunteer with NWPD VAU include successfully completing an intake interview to assess for suitability, being a minimum of 19 years of age, and completing and passing the NWPD integrity questionnaire as well as a background check. Individuals who successfully move through all of those steps then progress to the VAU Basic Training program. This consists of approximately 60 hours of classroom training at the JIBC and NWPD and is facilitated with a variety of different trainers and subject matter experts. Upon completion of the classroom training, the volunteers then move onto 3 months of field training shifts in the department where they have oversight of staff and senior volunteers. Volunteers must agree to complete a minimum of 2 x 4 hour shifts per month and commit to the program for a minimum of 1 year.

Volunteer shifts occur 7 days a week from 5:45pm-11:00pm, with an extra shift on Fridays and Saturdays until 2:00am. The volunteers are always on shift in pairs with another volunteer. There is an on-call staff scheduled from 6:00pm (when full time staff are done for the day) to 7:00am. If a volunteer requires support during their shift, they will contact the scheduled on-call person, who will then contact the Program Coordinator if additional support is required.

As mentioned previously, the transition to using PRIME as a file management system has drastically changed the dynamic of the NWPD volunteer program. Their primary role when on shift in the office is to wait for a crisis call request to come in and to attend that. Of course, crisis calls are unpredictable and there may be several volunteers who will go several months or even more than a year without attending a crisis call or doing any client work. This results in significantly more calls from the volunteers to the on-call staff and from the on-call staff to the Coordinator. Many of the volunteers have brought this up as a challenge as they are not utilizing their skills and knowledge, and are therefore not confident when they are requested.

## **Other LMD VS Programs**

**Program:** Delta Police VS

**Current Volunteer Program:** No.

**If not, why not:** Volunteer program was ceased during COVID for many of the same reasons contained in this report. They have moved to a staff-based model due to the risk and liability of having volunteers, as well as the administrative challenges. They were also able to identify significant efficiencies in a staff-based model, which prompted them to end their volunteer program approximately 1 year ago.

**Minimum Program Commitment:** N/A

**Volunteer management:** N/A

**Notes:** N/A

**Program:** Coquitlam RCMP VS

**Current Volunteer Program:** No

**If not, why not:** Coquitlam RCMP VS moved to a staff-based model and eliminated their volunteer

program on February 1<sup>st</sup>, 2018. The reasons for doing this were: to mitigate risk and liability to the RCMP, City of Coquitlam and volunteers; to increase real and perceived customer service excellence to victims; increase staff effectiveness; increase union compliance; and to increase officer and client confidence in victim services support.

**Minimum Program Commitment:** N/A

**Volunteer Management:** N/A

**Notes:** Another driving force behind the elimination of the volunteer program was the number of hours staff spent recruiting, training, mentoring, communication, troubleshooting, appreciating and evaluating. All of this time was time spent away from client work and there was a noticeable difference in the support provided to victims by a volunteer vs a staff member. Coquitlam RCMP VS did an analysis as well and it was discovered that the average volunteer cost staff 21 hours of work, and by stopping a yearly 16 person recruit, they were able to gain 326 front line/staff hours a year.

**Program:** Langley RCMP VS

**Current Volunteer Program:** No

**If not, why not:** Langley terminated their volunteer program sometime in 2015 for many of the reasons Coquitlam RCMP and other programs did. Their primary reasons for stopping were: to mitigate risk and liability to the RCMP, utilize volunteer coordinator time on other priorities including a focus on service delivery; to increase real and perceived customer service to victims; to increase staff effectiveness (many hours were given to staff oversight instead of service delivery); to increase officer confidence in victim services support.

**Minimum Program Commitment:** N/A

**Volunteer Management:** N/A

**Notes:** Langley RCMP VS volunteers were not utilized for crisis call response, and were only utilized for in office follow ups. At the time, there was a full time volunteer coordinator who provided oversight and guidance to all volunteers at all times.

**Program:** West Vancouver Police VS

**Current Volunteer Program:** No.

**If not, why not:** West Van PD terminated their volunteer program approximately 1 year ago for several of the same reasons other programs have. The risk and liability became too high for it to continue, and was therefore ended during COVID.

**Minimum Program Commitment:** N/A

**Volunteer Management:** N/A

**Notes:** N/A

**Program:** Ridge Meadows RCMP VS

**Current Volunteer Program:** Yes – however several have resigned or been stood down since the beginning of COVID due to age, compromised family members, etc.

**If not, why not:** N/A

**Minimum Program Commitment:** 1 x 3 hour shift a week in the office and 3 x 12 hour on-call shifts per month, plus 48 hour initial training and ongoing training.

**Volunteer Management:** Volunteers are on shift only when a staff person is present. Occasionally senior or experienced volunteers may come in for shifts in the evenings/weekends without staff present. Full time staff provides phone support and in person support if necessary when volunteers are on shift. The program uses VSIS (Victim Services Information System) for file management and all volunteers have access to this. They do not have access to PRIME or JUSTIN.

**Notes:** Ridge Meadows VS is currently awaiting a Letter of Understanding between the City of Maple Ridge and CUPE regarding their volunteer program. As a result of this letter, their volunteer program may change in significant ways – for example, it states volunteers must always be under the supervision of a staff person.

**Program:** Port Moody Police VS

**Current Volunteer Program:** Yes – however, the volunteer program has been stood down since March due to COVID-19. It is unknown when it will return.

**If not, why not:** N/A

**Minimum Program Commitment:** 1 x 4 hour office shifts per week, plus 60 hours classroom training and ongoing training.

**Volunteer Management:** Volunteers do not have access to the file management system but do have access to the VSU hardcopy file. Volunteers do not typically provide court support, however have done so in the past under the direct supervision of a staff person. Volunteers who do evening office shifts have a staff person scheduled with them to provide oversight.

**Notes:** Port Moody Police VS does not have paid 24/7 afterhours coverage and only has 1 Full Time Coordinator and 1 Part Time Caseworker. Volunteers are utilized to provide after hour's office coverage to alleviate the paid staff.

**Program:** Mission RCMP VS

**Current Volunteer Program:** No.

**If not, why not:** Mission RCMP VS previous had a volunteer program, however due to increasing liability and reduced engagement from police members, the volunteer program was terminated during COVID.

**Minimum Program Commitment:** N/A

**Volunteer Management:** Volunteers may attend crisis calls, but do so in the presence of a paid auxiliary staff. Office shifts are optional and if volunteers choose to do those, they assist with follow ups on files that are not court involved and they do not work on domestics, as well as other administrative tasks. Mission RCMP VS uses the VSIS file management system and all volunteers have access; they do not have access to PRIME or JUSTIN.

**Notes:** When the volunteer program did exist, volunteers were required to attend shifts in the presence of an auxiliary staff person. The volunteers had limitations – i.e. they were not allowed to work on court-involved files, domestic violence files, and various other administrative tasks.

**Program Name:** Vancouver Police VS

**Current Volunteer Program:** No

**If not, why not:** VPD VS Volunteers were terminated in 2007 in favor of a more professional, reliable and cost effective model of paid on-call auxiliary staff.

**Minimum Program Commitment:** N/A

**Volunteer Management:** N/A

**Notes:** When VPD did have a volunteer program, there was a Full Time Volunteer Assistance Coordinator who solely managed the volunteer program.

In summary, there are both benefits and challenges to maintaining a volunteer program within NRPD VAU. Some of the benefits include community engagement and representation, bringing diverse people and backgrounds into the department, and occasionally alleviating pressure and workload from staff. Some of the challenges with the program include being able to meet and maintain requirements of provincial and federal legislation, providing training and education, maintaining service delivery standards, and risk management. It should also be noted that there are some unique considerations that are specific to the VAU program within the NRPD, such as the file management system and the relationship with the NWVAA. Overall, the industry of Police-Based Victim Services appears to be moving away from volunteer programs and towards staff-based models. The primary reasons for doing this involve an effort to professionalize the industry and result in a higher level of service to both the police agencies and the communities they serve.



# New Westminster Police Department

## REPORT

**To:** Mayor Johnstone and Members of the New Westminster Police Board      **Date:** July 25, 2023  
**From:** Deputy Chief Constable Paul Hyland      **Item #:** 4.2  
**Subject:** Equitable and Unbiased Policing

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### **RECOMMENDATION**

*THAT the New Westminster Police Board accept this report for information.*

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### **PURPOSE**

This report is being prepared to provide further detail to the Board regarding the creation and implementation of Equitable and Unbiased Policing standards as required by BC Police Services Branch.

### **BACKGROUND**

BC Police Services Branch have been working on the implementation of Equitable and Unbiased Policing Standards for the last several years. This policy work is intended to recognize and address inequities, protect rights, and improve responsiveness of the criminal justice system for women affected by violence, Black, Indigenous and Persons of Colour, and marginalized communities.

These standards were in large response to concerns and issues raised in a number of reports, inquiries and community-led advocacy; including the Missing Women Commission of Inquiry, Truth and Reconciliation Commission, the National Inquiry into Missing and Murdered Indigenous Women and Girls, UN Declaration of Rights of Indigenous Peoples, and the BC First Nations Justice Strategy.

Further to this, in 2020, the Legislative Assembly appointed a Special Committee on Reforming the *Police Act*, tasked with examining the role of police with respect to complex social issues, examining the scope of systemic racism within BC Policing, and ensuring consistency of a new

reformed *Police Act* related to Unbiased Policing regarding gender equity and anti-racism. This committee issued its report in April of 2022, which covered a number of areas of *Police Act* reform.

## **DISCUSSION**

As outlined in the “Guiding Principles Related to Provincial Policing Standards” related to Standards 6.1 – Community Partnerships and Equitable Policing, the underlying principles are as follows:

### **Individuals and communities have the right to receive unbiased and equitable policing.**

Racism, sexism, and other forms of discrimination are unacceptable in Canadian society, including in policing. The right to equal protection and benefit from the law without discrimination is embedded in the *Canadian Charter of Rights and Freedoms* and human rights legislation. All actors within the criminal justice system share a legal and moral duty to provide unbiased and equitable services and to refrain from discrimination. For policing, these duties are also reflected in the BC Police Code of Ethics.

### **Dialogue and collaboration are key to building trust and achieving common goals of unbiased and responsive policing.**

Police and the communities they serve work toward common goals for policing through partnerships and ongoing dialogue. Trust is key to achieving these partnerships and often starts from an acknowledgement of injustices and current impacts.

### **History continues to impact trust and relationships today.**

Throughout Canadian history, the justice system has systemically discriminated against women, Indigenous peoples, and socially and/or racially marginalized groups. It is important to acknowledge this history and its legacy today.

Police were often the frontline agents and enforcers of discriminatory laws and policies and, as a result, many people continue to view policing as oppressive. Acknowledging the role of policing in these events and the ongoing impact on police-community relations today is an important step in promoting equitable and unbiased policing.

### **Racism, bias, and discrimination are prevalent.**

Biases are cognitive shortcuts used to process information and all people, even well intentioned people, have biases. However, biases are not acquired in a vacuum. They reflect and are the product of patterns of power and privilege, colonialism, racism, sexism, and other forms of discrimination in society. Biases may be unconscious and may influence choices and actions without conscious thinking or decision-making.

**It is important to recognize and overcome bias, racism, and discrimination in policing.**

If policies and procedures fail to consider the diverse needs and experiences of the community, bias, racism, and other forms of discrimination can manifest in the actions and decisions of individuals or at a systemic level. Recognizing and taking steps to address this, such as through training, supervision, monitoring, policy development, and community engagement, are critical to promoting unbiased policing.

**Unbiased policing must also include efforts to remove barriers to justice and police services.**

The compounding and intersecting effects of systemic racism and sexism, social marginalization, and different identity factors can result in an increased risk of being affected by violence and less likely to report it, further compounding vulnerability. Previous negative experiences with police and other public services can result in fear of police, of not being believed, of not being taken seriously, or that a positive outcome is not likely when making a report. Additional barriers may include difficulties connecting with police due to language or cultural barriers.

Adapting processes to reduce or eliminate barriers promotes inclusion and equitable access to justice, particularly for vulnerable groups and individuals who may be reluctant to contact police.

**Promoting inclusion and diversity within police forces is important.**

Police agencies should aim to reflect the diversity in the communities they serve and promote a workplace culture that is supportive, inclusive, and free from harassment or discrimination.

**Promoting equitable and unbiased policing is an ongoing process.**

Police agencies in B.C. are taking important and constructive steps to provide equitable and responsive policing. Equity in policing requires leadership, supported by ongoing monitoring of service delivery, data collection and analysis, transparency, accountability, and community engagement. Policing must continuously adapt to respond to the needs of diverse and evolving communities being served. These standards will also evolve to assist those persons and entities listed in s. 40(1.2) of the *Police Act* and will continue to clarify the actions and attitudes expected of them in relation to unbiased policing.

In addition to creating a new omnibus policy on Unbiased Policing, the following work has also been completed to ensure compliance with the new standards:

**Subsection 6.1.1 – Promoting Unbiased Policing**

The following policies, practices, or plans have been reviewed and amended where required to ensure compliance:

1. AB100 - Respectful Conduct in Workplace.



2. AB210 - Code of Admin Conduct
3. AA60 – Policy Maintenance
4. OD80 – Arrest and Release
5. OD65 – Investigative Detention
6. OD140 – Statements
7. OD120 – Search
8. OD130 – Seizure of property and evidence
9. OB235 – Street Checks
10. OD170 – Police Warnings
11. OI30 – Care and Control of Prisoners
12. OB90 – Domestic Violence Investigations
13. OB220 – Sexual Assault Investigations
14. OD120 - Hate Bias Crimes
15. OD160 - Vulnerable Groups
16. OM25 - Mental Health Intervention
17. OB110 - Overdose Response
18. OB115 – Decriminalization of Controlled Substances
19. OB180 - Missing Persons
20. OB235 - Street Checks
21. OB400 - Amber Alert
22. OB50 - Child Protection Investigations
23. OB50 - Parental Child Abduction
24. OD260 - Special Communication Needs
25. OK150 -ViCLAS
26. OH20 - Use of Force
27. OM50 - Victim Assistance
28. OB185 – Sex Work Enforcement
29. OM25 – Mental Health Intervention
30. OD260 – Investigations involving Persons with Special communication Needs
31. OD160 – Vulnerable Groups
32. AD50 – Management Audits
33. AC140 – Police Act
34. Guideline - Sanctuary City
35. NWPD Strategic Plan 2022-2024

**Subsection 6.1.2 – Community Engagement**

1. OM20 - Community Relations
2. NWPD Strategic Plan 2022-2024
3. JIBC Recruit Training Guidelines

**Subsection 6.1.3 – Promoting Diversity**

1. AB10 – Recruiting
2. AB100 – Respectful Conduct in the Workplace

### 3. NWPD Strategic Plan 2022-2024

Moving forward, NWPD Staff are now working on the following actionable items required:

1. Conducting an annual policy compliance audit related to one of the following area:
  - a. Personal searches
  - b. Investigations likely to involve persons in vulnerable circumstances
  - c. Interactions with persons in vulnerable circumstances
  - d. Provision of information and services to victims of crime
  - e. Third party reports of sexual assault
  - f. Use of interpreters or translation services
2. Conducting an annual analysis of one of the following types of records disaggregated by ethnicity, gender or sex of subjects:
  - a. Subject-Behaviour-Officer-Response (SBOR) Reports
  - b. Prisoner booking record
  - c. Other records identified by the Police Board
3. Copies of these reports will be forwarded to the Police Board and Director of Police Services for review.
4. Information will be provided to NWPD sworn members regarding the following:
  - a. The Demographic make-up of New Westminster
  - b. The Local First Nations Communities including elected and traditional leadership
  - c. The history, traditions and laws of the local First Nations, including the history of their relations with the NWPD
  - d. The Key services and resources available through public and social service agencies
5. Information will be provided to the Police Board regarding the following:
  - a. The demographic make-up of New Westminster
  - b. The Local First Nations Communities including elected and traditional leadership
  - c. The history, traditions and laws of the local First Nations, including the history of their relations with the NWPD
6. Conducting a citizen survey regarding public attitudes towards the NWPD, using standardized metrics endorsed by the Canadian Association of Chiefs of Police.

### **OPTIONS**

1. *That the New Westminster Police Board accept this report for information.*
2. *That the New Westminster Police Board provide additional direction to staff.*

*Staff are recommending Option # 1*

**ATTACHMENTS:**

1. BC Police Standard 6.1.1 – Promoting Unbiased Policing
2. BC Police Standard 6.1.2 – Community Engagement
3. BC Police Standard 6.1.3 – Promoting Diversity

This report has been prepared by:

A handwritten signature in blue ink, appearing to read "Paul Hyland". The signature is written in a cursive style with a long horizontal stroke at the end.

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Deputy Chief Constable Paul Hyland

Section 6.0 – <b>Promotion of Unbiased Policing</b>	Page 1 of 5
Sub Section 6.1 – <b>Community Partnerships and Equitable Policing</b>	Effective: July 30, 2023 Revised: n/a
Subject 6.1.1 – <b>Promoting Unbiased Policing</b>	

## Definitions

**“Police officer”** – a constable appointed under the *Police Act* or an enforcement officer appointed under s. 18.1 of the *Police Act*.

## Standards

### Duty to promote equitable policing

The Board, or the Commissioner must ensure that:

- (1) The duty of all employees to deliver services impartially and equitably, in a manner that upholds human rights, and without discrimination based on race, national or ethnic origin, colour, religion, age, sex, sexual orientation, marital status, family status, disability, gender identity and expression, political beliefs, types of employment, economic or social standing is communicated to all employees of the police force.
- (2) The police force’s commitment and expectation that all employees will provide services in a culturally safe, responsive, and trauma-informed manner is communicated to all employees of the police force.

### Policy framework to support equitable policing

The Board, or the Commissioner must ensure that:

- (3) The process of establishing, amending, or routinely reviewing the policies and procedures of the police force includes analysis or consideration of whether:
  - (a) the policy or procedure promotes equitable and impartial service delivery and public trust and confidence in the police force, and
  - (b) whether individuals or groups may be disproportionately impacted by the policy or procedure (e.g., [Gender-Based Analysis Plus](#)).
- (4) The persons responsible for the analyses described in Standard (3) above are provided with resources and information to assist in the analysis.

## Written procedures to support equitable policing, the protection of rights, and access to justice

The Chief Constable, Chief Officer, or Commissioner must ensure that:

- (5) Written procedures are examined annually to ensure consistency with legislative amendments and applicable case law related to right to equal treatment, protection and benefit under the law, including the *Canadian Charter of Rights and Freedoms* and the obligations of police, related to:
  - (a) informing persons of the reason for their arrest or detention;
  - (b) informing a detained or arrested person of their right to counsel and providing that person with access to the same;
  - (c) detaining a person;
  - (d) obtaining confessions and admissions from a person; and
  - (e) gathering of evidence, including search and seizure.
- (6) Written procedures governing personal searches are in place that incorporate the right to equal treatment, protection and benefit under the law, including the *Canadian Charter of Rights and Freedoms* and the obligations of police that, at minimum:
  - (a) provide direction on recognizing and handling items of cultural or religious significance in a culturally sensitive way;
  - (b) provide direction on accommodations to be offered and/or made when conducting searches, in a manner that is responsive to the gender identity or expression of the person being searched; and
  - (c) outline criteria and procedures for conducting, authorizing, documenting, and monitoring the use of strip searches and internal searches.
- (7) Written procedures are in place governing investigations likely to involve persons in vulnerable circumstances, including, but not limited to:
  - (a) intimate partner violence;
  - (b) sexual assaults;
  - (c) offences related to the sex industry;
  - (d) offences involving youth; and
  - (e) incidents believed to be, or reported to police as being motivated by racism, prejudice, or hate.
- (8) Written procedures or guidance governing police interactions with persons in vulnerable circumstances, including, but not limited to:
  - (a) persons who may be vulnerable due to age (i.e., children or older adults);
  - (b) persons with disability or who may have communication barriers (e.g., language, hearing or speech);
  - (c) persons with apparent mental health and/or substance use problems;
  - (d) persons with diverse gender identity or expression;

- (e) victims or witnesses who may be less inclined to report or speak to police because of precarious legal status (e.g., victims or witnesses who have outstanding warrants against them, or with precarious immigration status ); and
  - (f) persons living in public spaces (e.g., persons relying on, or sleeping in public spaces).
- (9) The views of persons impacted, or relevant service providers or advocates of those impacted, are sought and considered in developing or making significant changes to the procedures or guidance referred to under Standards (6), (7), and (8).
- (10) Written procedures governing police response to and investigations of offences related to intimate partner violence are consistent with the Provincial policy on relationship violence and include trauma-informed practices.
- (11) Written procedures governing police response to and investigations of offences related to persons involved in the sex industry are consistent with the BC Association of Chiefs of Police *Sex Work Enforcement Guidelines*.
- (12) Written procedures governing police response to persons with apparent mental health and/or substance use problems emphasize de-escalation, integrated and collaborative approaches between police agencies and health authorities, and consider evidence and best practices outlined in the BC Government [\*Interfaces between mental health and substance use services and police\*](#) toolkit.

### Services to support access to justice

The Chief Constable, Chief Officer, or Commissioner must ensure that:

- (13) Written procedures include requirements that officers provide victims of crime with information and services, including referrals to victim services, in keeping with the obligations of police under the *Canadian Victims Bill of Rights* and the *Victims of Crime Act* and in a culturally appropriate manner, as appropriate to the circumstances.
- (14) The police force accepts and supports third party reports by community-based victim services (where these exist) on behalf of adult victims of sexual assault.
- (15) Written procedures or guidance are available to officers governing the decision to use, and how to access interpreters or translation services to provide services in other languages spoken in the area served.
- (16) The use of interpreters in taking statements is consistent with the Memorandum of Understanding on disclosure, signed between the BC Prosecution Service, the Public Prosecution Service of Canada (BC), and all police agencies in British Columbia.

### Audit and review activity

The Chief Constable, Chief Officer, or Commissioner must ensure that:

(17) Audits are conducted annually to examine compliance with departmental policies or procedures related to at least one of the following topics:

- (a) personal searches, referred to in (6) above;
- (b) investigations likely to involve persons in vulnerable circumstances, referred to in (7) above;
- (c) interactions with persons in vulnerable circumstances, referred to in (8) above,
- (d) the provision of information and services to victims of crime, referred to in (13) above;
- (e) third party reports, referred to in (14) above; or
- (f) use of interpreters or translation services, referred to in (15) and (16) above.

(18) In an effort to monitor for systemic inequities in service delivery, an analysis of at least one of the following types of records is conducted at least once a year, disaggregated by ethnicity, and gender or sex of subjects:

- (a) Subject-Behaviour-Officer-Response reports;
- (b) prisoner bookings; or
- (c) other records as identified by the Board.

(19) A report of the audits and analyses referred to in Standards (17) and (18) is provided to the Board or, in the case of the provincial police force, the Commissioner.

The Board, or the Commissioner must:

(20) Within 60 days of receipt of a report referred to in Standard (19), provide to the Director of Police Services a copy of the report and a summary of any action(s) planned or taken by the Board in response to the report.

### Policies to guide a police board's response to Service and Policy Complaints

The Board must:

(21) Ensure that written policy governing the response to Service and Policy complaints requires consideration of whether the complaint includes allegations of discriminatory policies or practices when determining which course of action permitted by s. 171 (1) of the *Police Act* is necessary to respond adequately to a complaint, including at minimum whether to refer the matter to the Chief Constable as permitted by sub-section (a), or to initiate a study or investigation as permitted by sub-section (b) or (c).

### **Policies and procedures**

The Chief Constable, Chief Officer, or Commissioner must ensure that:

(22) Policies and procedures are consistent with these *BC Provincial Policing Standards*.



Section 6.0 – <b>Promotion of Unbiased Policing</b>	Page 1 of 2
Sub Section 6.1 – <b>Community Partnerships and Equitable Policing</b>	Effective: July 30, 2023 Revised: n/a
Subject 6.1.2 – <b>Community engagement</b>	

## Definitions

**“Police Officer”** – a constable appointed under the *Police Act* or an enforcement officer appointed under s. 18.1 of the *Police Act*.

## Standards

The Board, or the Commissioner must ensure that:

### Community awareness and outreach

- (1) The police force maintains a community relations component or function to liaise, build relationships and ensure communication, with community representatives, service providers or advocates reflective of the demographic makeup of the community.
- (2) Information is provided to police officers about the area served, including at minimum:
  - (a) its demographic makeup;
  - (b) local First Nation community(ies) and elected and traditional leadership;
  - (c) the history, traditions, and laws of the local First Nation(s), including the history and legacy of police relations with the local First Nation(s) and Indigenous community(ies); and
  - (d) key services and resources available through other public and social service agencies (e.g. services and resources relating to assisting persons living or relying on public spaces, support for specific groups).
- (3) Information is provided to members of the Board about:
  - (a) the demographic makeup of the area served by the police force;
  - (b) the local First Nation community(ies) and elected and traditional leadership;
  - (c) the history and current status of Indigenous peoples, including the history and legacy of police relations with Indigenous peoples in British Columbia; and
  - (d) the history, traditions, and laws of the local First Nation(s), including the history and legacy of police relations with the local First Nation(s) and Indigenous community(ies).

- (4) The information provided in Standards (2) and (3) above:
- (a) is, where possible, developed with input from, or delivered in collaboration with, relevant groups to whom the information refers;
  - (b) is periodically reviewed and updated to ensure relevancy and accuracy; and
  - (c) is provided in a manner that is conducive to: fostering relationship building, ongoing learning, and where possible, experiential learning.

### **Community input on priorities and objectives**

- (5) Processes are in place to seek input on the priorities, goals and objectives for policing and law enforcement, from a broad spectrum of their community, including from:
- (a) municipal council(s);
  - (b) Indigenous leaders;
  - (c) school district(s);
  - (d) community organizations and groups (e.g. advocacy groups, leadership at places of worship, Indigenous organizations);
  - (e) members of the public;
  - (f) the business community.

### **Community satisfaction**

- (6) A survey of citizen satisfaction with and attitudes toward police services, consistent with [Public Safety Canada's standardized metrics](#) endorsed by the Canadian Association of Chiefs of Police is conducted at least once every three years, in a manner that supports accessibility and mitigates systemic barriers to participation.

### **Integrating community relationships into performance management**

The Chief Constable, Chief Officer or Commissioner must ensure that:

- (7) The performance management tool for the evaluation of recruits by field training officers includes consideration of the knowledge, skills, and abilities related to community relationship building, including with marginalized, racialized, or vulnerable persons.
- (8) Community relationship building, including with marginalized, racialized, or vulnerable persons and community organizations or groups, is a consideration when assessing officer performance.

### **Policies and procedures**

- (9) Policies and procedures are consistent with these *BC Provincial Policing Standards*.

Section 6.0 – <b>Promotion of Unbiased Policing</b>	Page 1 of 1
Sub Section 6.1 – <b>Community Partnerships and Equitable Policing</b>	Effective: July 30, 2023 Revised: n/a
Subject 6.1.3 – <b>Promoting diversity within the police force</b>	

## Standards

The Board, or the Commissioner must ensure that:

### Reflective police force

- (1) The police force's hiring, promotion, and retention policies and practices are non-discriminatory, free of systemic barriers, and include strategies related to increasing and maintaining diversity in the police force.
- (2) The police force's recruitment materials depict gender equity and minority representation.
- (3) The police force engages in targeted recruitment activities to attract under-represented groups.
- (4) The police force monitors the diversity within the police force in relation to the area served, including at a minimum sex and ethnicity variables.

### Workplace harassment

- (5) The police force promotes a work environment in which all individuals are treated with respect and dignity, including written policy that prohibits bullying or any form of harassment, including sexual harassment.
- (6) The police force has processes in place to support the reporting and investigation of workplace bullying or harassment.

### Policies and procedures

- (7) Policies and procedures are consistent with these *BC Provincial Policing Standards*.