



Presentation to the Special Committee on Reform of the BC Police Act

City of New Westminster, British Columbia
April 2021

INTRODUCTION

The following submission by the City of New Westminster is in response to a province-wide call for consultation by the Special Committee on Reforming the BC Police Act. In this submission, we will not be focusing on specific changes to the Police Act or the Mental Health Act because no amount of change to these two acts alone will bring about the changes we need in our community. What we need is housing, healthcare, and community services.

While numerous groups, agencies, and individuals will address specifics with regard to the BC Police Act, the BC Mental Health Act and other statutes and regulations pertaining to public safety, this submission seeks to share a municipal perspective of changes required so all members of our community have the chance to thrive.

We aim to amplify the voices in the City of New Westminster, and the broader community, seeking fundamental shifts in the ways in which community safety, security, and care are addressed across a spectrum of need. We approach this with the view that, in order to create sustainable and meaningful change in the way in which we approach community safety, we need to first appreciate how it is that the needs of our community intersect their identities and living situations such as social condition, race, gender, sexual identity, disability, socioeconomic status, etc.

In this submission we describe our vision and aspirations for the future of our city with respect to community safety and care followed by specific recommendations for change. We then describe the uniqueness and diversity that represents the City of New Westminster.

THE NEED FOR MUNICIPAL CHANGE

As city governments, we set policy, manage our business, and deliver services to enhance the lives of members of our community. We have bravely tried new ideas and ventures; some have taken hold and some have failed, but above all, we continue to listen to our community—all of our community. We know we need to be bold to take steps to lift up the most vulnerable, especially those experiencing mental health crisis, poverty, and homelessness. We also know that we need different approaches to domestic and sexual violence which we will refer to as crimes of power. We understand that the structures put in place to protect the status quo too often harm those with the least power in our communities.

We will not focus on the Police Act or Mental Health Act

What we need is housing, healthcare, and community services

...a municipal perspective of change required



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Our Municipal Reality

Similar to other municipalities in the Lower Mainland, issues related to crises and desperation too often intersect with those responsible for maintaining community safety. The most recent census on homelessness in the lower mainland in March 2020 estimates that there are almost 121 people experiencing homelessness in our city, a number that we know is ever changing and most likely underrepresents the total count due to the fluid nature of housing insecurity in our region. We also know that many of these individuals live with ongoing challenges related to mental health and poverty that will intersect with first responders more than others, including police services.

Our own Police Department reports they are responding on average to 4 calls per day related specifically to mental health. Our Fire Department is increasingly responding to incidents involving overdose and other 'medical' concerns, while our bylaw enforcement officers have seen a 93% increase in calls to respond to individuals dealing specifically with issues related to homelessness and poverty, in the first few months of 2021. But the impact of poverty in our community is also felt by those delivering front-line municipal services. Both our Parks and Recreation and Library report increasing numbers of incidents related to those living with issues related to alcohol, drugs and mental health.

New Westminster has a city police force that has taken concrete steps to provide compassionate response to calls for service that fall outside the traditional mandate of policing, however the police department is in a difficult position as they recognize that they are often not the most appropriate to respond. Police officers are not counsellors, therapists, or medical professionals and even if they approach with compassion, officers have punitive power and are connected to a long history of Canadian action which we now understand to be unjust. The city is actively collaborating with the New Westminster Police Department to take bold action to create positive change.

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Setting a New Direction

Local governments are closest to the people in their communities. New Westminster is a forward-thinking, compassionate government that aims to respond to those in crisis through a range of services that foster individual and community resilience with the goal of impacting outcomes for racialized, homeless, and vulnerable people. At the City of New Westminster, we have seen the statistics and heard the voices speaking their truth about the overrepresentation of Indigenous, Black, and racialized communities in the criminal justice system. We have heard the concerns and recognize the impacts of police responding to those who are in a mental health crisis.

We empathize with the need for non-police responses to crimes of power – responses that centre the wellbeing of the survivor. We know that change is needed and we will continue to listen to and amplify the stories, experiences, and knowledge of those with lived experience. We will take steps where we have jurisdiction and influence, through our networks and in our city. All members of our community need to feel they belong and are included – and this means centering and prioritizing the voices of those who have been historically and systematically marginalized.

Regional Impact

We are also part of a larger region that is home to many organizations that bring value and expertise to our community. While we govern from our city's perspective, we also know that the issues we face are common throughout Metro Vancouver and beyond. We approach this work with a spirit of collaboration. To solve these problems, we need to bring together everyone in our community to create a vibrant and livable city.

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We need to prioritize the voices of those who have been historically and systematically marginalized

OUR CITY VISION AND VALUES

Our priorities are clearly defined by our vision and values:

Core Values

- 1. Integrity
- 2. Compassion
- 3. Innovation
- 4. Openness
- 5. Accountability
- 6. Sustainability
- 7. Partnership
- 8. Inclusion

Strategic priorities2019-2022:

- 1. Affordable Housing
- 2. Culture and Economic Development
- 3. Environment and Climate Action
- 4. Facilities, Infrastructure, and Public Realm
- 5. Reconciliation, Inclusion, and Engagement
- 6. Sustainable Transportation
- 7. Organizational Effectiveness

Our Vision:

A vibrant, compassionate, sustainable city that includes everyone



THE VISION FOR OUR COMMUNITY

This is our vision for the future of our city: we can only achieve what we can imagine together. Many voices have come before us and many voices still need to be included to fully develop this shared vision, but we start from a place of compassion and inclusion.

1. A Sense of Place

Our city feels like home to those who choose to be part of our community. This place values diversity and the leaders are reflective. It feels safe to all—with special focus on those who experience systems of oppression such as racism, sexism, ableism, ageism, classism, etc. There is a clear non-judgmental and compassion-based path to receive help when residents feel unsafe or need assistance. People also see themselves, their needs, and their communities represented in the physical public space as well as the services provided.

2. Everyone has a home

As part of our vision for change, housing is available, appropriate, safe, and affordable. Our city has neither street entrenched nor invisible homelessness because there is an abundant and ongoing supply of diverse housing including market, non-market, supported, and coop housing—with a vacancy rate of over 2% across housing types. Housing and homelessness are addressed collaboratively on both local and regional levels.

3. Integrated health services

Mental health and physical health are treated as equal in importance. We all empathize with and support those experiencing mental health crises. Care for those experiencing mental health crises is readily available on par with our physical healthcare system. These services are integrated across a number of public health and community agencies as part of the robust provision of public healthcare, are comprehensive in scope, non-carceral¹, and culturally appropriate. This includes real-time, on-demand access to a range of mental health services. Services are sustainable, accessible, delivered according to the diverse needs of our community, and collaborative between different levels of government, health authorities, community organizations, and nonprofits.

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¹ Refers to solutions which do not include the suggestion of jail or prison.

We have community health centres (CHCs) providing both geographic and demographic-specific service to coordinate access to a range of social and healthcare supports. These CHCs are not on a fee-for-service model and they provide access to interdisciplinary practitioners and service-providers. We have public pharmacare and dental care as part of our public health care service infrastructure.

4. Calls for justice and equity embraced

The city has incorporated the calls for justice from the Truth and Reconciliation Commission and Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls that relate to municipal government. We are working on decolonizing our city and our processes such as council meetings and public engagement, are implementing The United Nations Declaration on the Rights of Indigenous People (UNDRIP), and are working to address the harms of colonialism. We are undertaking ongoing work on antiracism within the city as an organization and the larger community.

We understand and actively utilize the principles of disability justice as a fundamental value. We bring an equity lens to everything we do. Not only do our elected representatives and staff reflect the diversity of the community, but we also have meaningful representation on all our city committees and boards as well as inclusive policies and practices for community engagement.

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5. Drugs are decriminalized and crimes of poverty and desperation are addressed at their root cause

Rather than criminalizing poverty, addiction, and desperation, we address these issues at their root causes. We provide access to a robust safe supply of drugs, safe consumption sites, and detox and treatment facilities. Drugs are decriminalized and addiction is destigmatized. We have created safe working conditions for sex workers by listening and responding to their needs. Crimes related to desperation of life circumstances have been all but eliminated because of an abundance of social services and community supports.

Our food systems are based on dignity and we no longer have to rely on food banks as a stop-gap to food insecurity

6. Everyone has the food necessary to thrive

Our food systems are based on dignity and we no longer have to rely on food banks as a stop-gap to food insecurity. Everyone in our community has access to healthy, culturally appropriate food (food insecurity is an example of motivators for crimes of desperation). We have community and front yard gardens, community kitchen programs, and opportunities for the community to eat and gather together.

7. Intergovernmental collaboration

All levels of government are clear on their roles and work collaboratively to serve our most vulnerable community members. Downloading of service provision is replaced with meaningful collaboration.

8. Full employment and livable income

Those who want to and are able to work have the opportunity to earn a living wage. Government programs that provide income and disability assistance are dignified and at livable rates that do not force people to live in poverty.

9. Sustainable and Regenerative Environment

We are actively addressing the climate crisis and are on course to meet the national and international targets. We bring an equity lens to all our environment and climate work because we know that those on the margins will also be most impacted by the climate crisis. We have lush green spaces that are accessible by the whole community. We have a robust tree canopy, have re-wilded areas of our city, and have vibrant outdoor social gathering spaces. Wildlife and insects are returning.



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10. Safe Transportation

Moving about the community is safe for all persons, regardless of their mode of transportation. Barriers to movement - physical, cultural, or economic, are identified and removed. The regulation and enforcement of movement through public space is centered on protecting the most vulnerable users of that space and to emphasize the safety of those who choose more sustainable modes.



CLOSING THE GAP: FROM VISION TO REALITY

In order to achieve the above vision for our community, we recommend the following:

1. Develop a New Model of Community Response

In order to be able to reduce the reliance on police, we need to create non-carceral alternatives to respond to behaviors, situations, and crimes caused by poverty and desperation – including homelessness, addiction, and mental health emergencies—as well as crimes of power – including domestic violence and sexual assault.

Recommendations:

A. Develop a pilot program:

The Program will be based on a new model to address crisis health management. The pilot program should provide alternatives to police response which could be provided by healthcare workers, community workers, Elders, cultural workers or a mix of the above. The program also should have the following characteristics:

- Is informed by destigmatized, de-colonial, trauma informed, and anti-racist practice;
- Is rooted in non-violent crisis intervention and deescalation;
- Is rooted in compassion and mutual understanding;
- Is non-punitive and does not include enforcement unless violence or safety concerns are clear on the outset:
- Is informed by best practices and lived experience;
- Provides participants a better understanding of issues around mental health, addictions and trauma;
- Provides participants tools to help someone experiencing a mental health or substance use emergency;
- Considers place-making opportunities to counter the perception and incidence of street disorder and chronic street nuisance; and
- Reduces call volumes for police response, while redirecting more appropriate resources as applicable.
- B. **Develop compassionate crisis management response:**We are using wise practices from other jurisdictions that are trialing a variety of programs with early signs of success. These programs range from models that are led by specialized social-service and healthcare workers without support of police to others that partner police

The pilot program should provide alternatives to police response which could be provided by healthcare workers, community workers, Elders, cultural workers or a mix of the above



with social service specialists; however, the local response should not automatically pair social service and healthcare workers with police.

Models include, but are not limited to:

- CAHOOTS (Crisis Assistance Helping Out on the Streets) – Eugene, Oregon
- LEAD (Law Enforcement Assisted Diversion) Seattle, Washington
- Project Respond Portland, Oregon
- STAR (Support Team Assisted Response) Denver, Colorado
- C. Create new categories for 911 and emergency response. Currently, our emergency dispatch system consists of Fire, Police, and Ambulance services. Given the current scope of options available, police are often dispatched as first responders to non-emergency happenings in the community. Alternatives to police could include first responders made up of community and cultural workers, health care providers, housing support workers, and others who can provide de-escalation of crises through the provision of meaningful support and services. We need to expand our understanding of what a first responder is and does.
- D. Create standards for compassionate response: Emphasize professional standards that serve the community.
- E. **Develop new funding models** for compassionate response by creating partnerships between all levels of government to support funding for services to adequately provide alternative service models. Policing resources should be focused on the issues that are within their purview and not on responding to crises of poverty or health. By appropriately funding other services and emergency responses, we will be able to have police officers focused on the most pressing needs and crimes.
- F. **Invest in housing** to ensure no one is homeless.
- G. **Decriminalize Drugs:** Ensure robust access to safe supply and decriminalize drugs.
- H. Increase access to detox and public treatment facilities with different delivery options available, including options that are culturally appropriate.
- I. **Invest in Community Health Centres:** A preferred method of delivering primary care. (see Definitions)



We need to expand our understanding of what a first responder is and does.

2. Centre Racialized and Vulnerable Populations

We must understand, mitigate, and reduce the ways overpolicing negatively impacts the most marginalized in our community, namely people who are disabled, poor, homeless, living with addictions, mentally ill, racialized – especially Black and Indigenous – and those who live at the intersection of these identities. We support several key actions:

Recommendations:

- A. **Develop non-police community teams** to respond to those in crisis.
- B. Enhance the public realm to create a stronger sense of community that encourages interaction and is designed to decrease crime. This needs an explicitly anti-racism perspective and prioritize Indigenous epistemology.
- C. Develop clear actions with timelines to respond to calls to action from the Truth and Reconciliation Commission and Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls.
- D. **Develop relationships** with others to provide culturally appropriate and supportive programs including job training, housing, and mental health services.
- E. **Ensure diversity in the make-up of the police** including leadership. Feedback from the community consistently points to the importance of representation (including language and culturally appropriate responses) as a key factor in building trust between community and policing services. The community should be able to see themselves reflected in their police services.
- F. Include racialized histories and perspectives in work conducted by city departments as well as in the public education curriculum. Prioritize having this content taught by people from the community being studied.
- G. **Raise income assistance and disability rates** to the market basket measure.
- H. **Expand access to public transportation** by ending punitive fare evasion measures and removing economic barriers to access.
- Centre and protect vulnerable road users in traffic enforcement. Support new enforcement models that do not involve police resources including automated speed and intersection enforcement.



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3. Understand the Current State: Collection, Interpretation, and Control of Data

Collecting statistics can create social good. In order to effectively understand the current status of policing in our community and to better articulate a vision and plan for our community, we need to have accurate information through consistent and reliable data. This includes, but isn't limited to the number and types of calls to which police and bylaw officers respond, complaint analysis, calls for service from health authorities, and data from municipal services such as bylaw enforcement, parks and recreation, and libraries.

Data is powerful and can be weaponized against vulnerable communities even without the intention to cause harm. Data collection and analysis must include access, feedback, and leadership from and by the impacted communities in order to minimize harm.

Recommendations:

- A. **Collect and publish disaggregated data** on police interactions ensuring access for impacted communities. This includes data on race, socioeconomic status, disability, and other factors.
- B. **Use data to make decisions** informed by evidence including analysis and leadership from impacted and vulnerable communities.
- C. Use data to reveal and understand indicators of systemic and structural oppression in order to identify and address root causes of disparity.
- D. Create effective community service discussion tables to ensure service for the most vulnerable.
- E. **Refresh and update data on a regular basis** with consideration of data ownership.
- F. **Gather expert opinions** with a focus on those with lived experience and research that offers a baseline for understanding policing impacts in our community and region.

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4. Re-evaluate Police Board Appointments and Budgeting

The current process in which the police board approves the police budget, without input from or discussion with city council with respect to direction or budget increase, is untenable. Cities have diverse and competing priorities where the police budget should be part of and work with the larger set of priorities for the city. While it is understandable to want policing to be arms-length from politics, the process still needs to be accountable, transparent, and sensible.

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Recommendations:

- A. Change the police board appointment system to **allow for more input from municipalities**.
- B. Create equity and diversity mandates for police boards so that the board reflects the community.
- C. Adapt recruitment processes and qualification standards to prioritize people with lived and living experience as well as people from impacted communities.
- D. **Consider board compensation** to allow underrepresented people to serve on the police board.
- E. Address board structure and practices to **create a more equitable discussion table** so everyone can fully participate.
- F. Address the budget dispute process used when police boards and municipalities cannot agree on an annual budget. The process should be transparent and feel fair for both sides.



OUR CITY - BACKGROUND

The City of New Westminster is home to over 80,000 residents and 4,000 businesses. Located in the geographic centre of the over 2.4 million people in the Lower Mainland and on the Fraser River, New West is a diverse, urban municipality with five rapid transit stations, eight bridges, and over 2,800,000 vehicles per week that travel through the city and a ferry that connects Lulu Island to the mainland of New Westminster. The community is committed to promoting livability with an enhanced quality of life.

While much of our city is thriving, not everyone feels at home or even has a home

Economic Growth

New Westminster is home to Royal Columbian Hospital, the Port of Vancouver and is 15 minutes to Vancouver International Airport. Our workforce is growing, educated, and accessible. At present, approximately 14,000 people are employed in the city with over 25,000 new jobs expected by 2041. New Westminster has a stable, strong, and diversified local economy that is resilient to economic volatility, in a range of strategic sectors. This includes: fishing and food production, filming, green industries, information technology, life sciences, manufacturing, retail, tourism, transportation and logistics. Large local employment generators include the City of New Westminster, Royal Columbian Hospital, Amazon, Port of Vancouver, Kruger Paper, TransLink, Douglas College, and the Justice Institute of BC.

And while much of our city is thriving, not everyone feels at home or even has a home.

A Colonial Past

Prior to colonialism, the area now referred to as New Westminster, was known as the Resting Place and was home to a number of First Nations. Over time, adjacent areas were claimed by colonial authorities and all remnants of Indigenous territory and reserve land were assembled for use by the colonial government. The City of New Westminster was incorporated in 1860 and served as the capital city of British Columbia until 1868. The city is working to better understand the Indigenous territory and connections to the land. This involves relationship building with a number of First Nations that have historical and current connections to the land upon which New Westminster is built. Key nations include the Qayqayt, Musqueam, Tsawwassen, Kwantlen, Tseil-Waututh, Squamish, Sto:lo Nation, Sto:lo Tribal Council, Katzie, and Kwikwetlem First Nations.

We have a long history of supporting community development, but we also have a deep colonial history which includes racism and discrimination

As one of the first cities in Western Canada, and like many British Columbia cities, we have a long history of supporting community development, but we also have a deep colonial history which includes racism and discrimination. The city has documented attempts to maintain a white, anglo-dominated government structure in our discrimination against the Chinese community and passengers of the Komagata Maru. The city was the first to make a formal apology to the Chinese-Canadian community for its historical acts of racism, has endorsed the Calls to Justice in the Truth and Reconciliation Commission, and has endorsed the Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls. Recognizing our history is essential to building a better, more inclusive, and resilient city that is welcoming to everyone and where all members of our community have an opportunity to thrive.

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A Final Word

The City of New Westminster is committed to ongoing learning and improvement and appreciates the opportunity to submit to the committee.





DEFINITIONS OF TERMS

1 Standards for Compassionate Care

British Columbia has a wide range of professional bodies from the Architects Act to the Professional Governance Act, the Health Professions Act. In BC, groups like doctors and teachers have a professional standards body to dispense discipline, reports out to the public, and maintain a public record for each individual professional. These bodies set performance standards. Members are generally appointed to prevent dominance of the process by members of the profession.

Among British Columbia's regulatory authorities, crane operators, lawyers, realtors and security guards, are included, but police are not. A model similar to the Teachers Act could be adopted, bringing regulation of police services. For example, issues like racist comments and failure to handle and investigate a sexual assault complaint under set guidelines could result in discipline based on professionalism, not on violations of the law. Police colleagues could be required to report professional violations as a requirement.

The Office of the Police Complaint Commissioner (OPCC), created in 2011, is not considered the same as a professional oversight body, though it could still serve a useful role. The OPCC is primarily focused on legal wrongdoing by police, and would continue to play that very important role. However, it does not provide a modern and professional level of broader police professional requirements, accountability, and discipline. Between April 1, 2018, and March 31, 2019, the 487 public complaints to the Commissioner, and the 403 reportable injuries, resulted in just 79 investigations and only 68 complaint resolutions. Other disciplinary matters are often handled locally, without clear province-wide requirements. Greater accountability, professional standards, and a professional framework to require public accountability and trust is essential. The current requirements of Provincial policing standards, emphasize matters like firearms, training, restraint, use of force, police stops, investigations, etc. but do not set the other same standards for day to day professional conduct as other professional bodies in B.C.²

2 Community Health Centres

In 2020, the provincial government promised an additional 10 urgent and primary care centres. Urgent and primary care centres, a laudable goal, however does not reach the level of integration with social care as a community health centre model, similar to that of REACH in Vancouver. They typically seek to provide health equity, combined physical health with mental health, place mental health more on par with physical health, and sometimes provide combine services for immigrants and addiction, and provide a better and more integrated option for people who present with multiple health issues. The Canadian Association of Community Health Centres are multi-sector, not-for-profit organizations, with approaches that are team based, integrate health and social services, are community centred based on geographic or common characteristics of individuals, and address social determinants of health. This model can better deal with the intersection of physical health, mental health, addiction, and specific and community needs, in a manner that would reduce reliance on ad hoc police intervention.

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² Footnote: BC Regulatory Authorities. https://www.welcomebc.ca/getmedia/705d5f14-86c6-4c5d-bf3b-ce5b579a57fc/BC-Regulatory-Authorities.pdf.aspx

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- 1. First Nations
- 2. Purpose Society
- 3. New Westminster Police Department
- 4. Union of BC Municipalities
- 5. Simon Fraser University Teaching Faculty
- 6. Fraser Health Authority
- 7. CAHOOTS Program Eugene Oregon
- 8. Greater Victoria Regional Housing Authority
- 9. And others

This is the beginning of a compassionate conversation on how the City continues to include and create a safer community for our most vulnerable populations. The City is grateful for the feedback and information received to date and looks forward to continued learning and consultation to broaden our vision.





For more information contact:

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