Minutes - Executive Policy Committee - January 17, 2007

REPORTS

Minute No. 85 Neighbourhood Safety and Crime Prevention – CRIME-STAT File GF-2

EXECUTIVE POLICY COMMITTEE DECISION:

The Executive Policy Committee concurred in the administrative recommendation and received as information the report from the Chief of Police dated January 5, 2007.

Minutes - Executive Policy Committee - January 17, 2007

DECISION MAKING HISTORY:

Moved by Councillor Steeves,

That the administrative recommendation be concurred in.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 29, 2006, the Executive Policy Committee affirmed its recommendation of July 19, 2006, and instructed the Chief Administrative Officer to report back (as directed by the Executive Policy Committee on July 19, 2006) in January 2007 in order that final approval can be given for the website information to be available to the public in February 2007.

Further, the Executive Policy Committee directed that the report back also include a detailed proposal for providing public access to crime statistics on the City of Winnipeg Corporate Web Page.

COUNCIL DECISION:

On July 26, 2006, Council concurred in the July 19, 2006 recommendation of the Executive Policy Committee and adopted the following:

1. That the report from the Chief of Police dated June 30, 2006 be received as information.

2. That the Administration be directed to implement and deploy the proposed Clean Sweep Street Crime Task Force and the related Crime Analysis Unit as soon as possible.

3. That commencing in 2006, that increased Highway Traffic Act fine revenue collected by the City with respect to the recent announcement made by the Province of Manitoba, be dedicated as a funding source for expenses that will be incurred relating to the Clean Sweep Task Force and the related Crime Analysis Unit.

4. That for the 2006 costs incurred for the Clean Sweep Task Force and the related Crime Analysis Unit, no further funding beyond the above noted source be requested by the Winnipeg Police Service

5. That the Administration be directed to provide to the Executive Policy Committee a quarterly report concerning the financial status of the program.

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

6. That the Administration be directed to report back to the Executive Policy Committee and the Standing Policy Committee on Protection and Community Services on the following:

    A. How the permanent complement of police officers will expand with the implementation of these above noted two units in addition to the officers hired over the past two years with casino revenues and how these new police officers impact the City operating budgets over the forthcoming three years;

    B. What, if any additional, resources will be required to develop and implement a COMPSTAT style management and accountability mechanism where that will provide weekly updates to citizens on crime trends on a geographical basis across each of the Police Districts and propose how the existing Police command structure with its specialized operational units can be augmented by weekly organizational and strategy meetings chaired by the Chief of Police to respond to crime and safety concerns across each geographical district and coordinate Clean Sweep Task Force Operations.

    C. How the Administration proposes to measure Police Service outcomes related to crime prevention and enhancement of neighbourhood safety.

7. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

RE:	**Neighbourhood Safety and Crime Prevention - CRIMESTAT**
FOR SUBMISSION TO:	**Executive Policy Committee**
ORIGINAL REPORT SIGNED BY:	**J. J. Ewatski, Chief of Police**
REPORT DATE:	**January 5, 2007**
RECOMMENDATION:	**That the report be received as information.**

Report Summary

Key Issues:

- The implementation of CrimeStat will augment other proactive measures taken by Winnipeg Police Service using intelligence, tactics, rapid deployment, and ongoing assessment and follow-up with the objective of enhanced prevention and reduction of crime in Winnipeg.

- CrimeStat will incorporate both quantitative and qualitative measures to gauge effectiveness of the Winnipeg Police Service in enhancing its crime reduction and prevention strategies and tactics.

- The CrimeStat model's ongoing follow-up and measurement components will ensure commanders are accountable to the overall goals of reducing and preventing crime in their areas.

Implications of the Recommendation(s):

General Implications

(X) None
( ) For the organization overall and/or for other departments
( ) For the community and/or organizations external to the City
( ) Involves a multi-year contract

Comment(s):

Policy Implications

(X) No
( ) Yes
Comment(s):

Regulatory Implications

(X) None
( ) Eliminates or reduces regulatory impact
( ) Proposes regulatory impact

Comment(s):

Environmental Implications

(X) No
( ) Yes
Comment(s):

Human Resources Implications

(X) No

( ) Yes

Comment(s):

Financial Implications

(X) Within approved current and/or capital budget

( ) Current and/or capital budget adjustment required

Comment(s):

Report

REASON FOR THE REPORT:

On November 29, 2006, the Executive Policy Committee affirmed its recommendation of July 19, 2006 (adopted by Council, July 26, 2006) and instructed the Administration to report back in January so that final approval could be given with respect to the posting of information on the City's Website.

This report deals exclusively with Item No. 6 in the aforementioned direction:

"That the Administration be directed to report back to the Executive Policy Committee and the Standing Policy Committee on Protection and Community Services on the following:

A. How the permanent complement of police officers will expand with the implementation of these above noted two units in addition to the officers hired over the past two years with casino revenues and how these new police officers impact the City operating budgets over the forthcoming three years;
B. What, if any additional, resources will be required to develop and implement a COMPSTAT style management and accountability mechanism where that will provide weekly updates to citizens on crime trends on a geographical basis across each of the Police Districts and propose how the existing Police command structure with its specialized operational units can be augmented by weekly organizational and strategy meetings chaired by the Chief of Police to respond to crime and safety concerns across each geographical district and coordinate Clean Sweep Task Force Operations; and
C. How the Administration proposes to measure Police Service outcomes related to crime prevention and enhancement of neighbourhood safety."

HISTORY:

The term "Compstat" was coined by the New York Police Department in the mid-1990s and describes a mindset, an approach, and a process adopted by the New York Police Department to control and reduce crime in New York City. The term is a shortened version of *comp*uterized *stat*istics.

The Compstat approach is founded on four principles or pillars:

1. Accurate and timely intelligence
2. Effective Tactics
3. Rapid Deployment
4. Relentless follow-up and assessment

Versions of Compstat have since been implemented in most major American cities and at least one Canadian city, Vancouver. Although most police agencies that implemented Compstat-like processes have made considerable alterations to meet local needs, the four principles of the

program have been uniformly adopted by all police agencies. The City of Winnipeg has now adopted the Compstat approach and philosophy under the title “CrimeStat.”

DISCUSSION:

Accurate and Timely Intelligence

Crime analysis software (product of i2 Technologies, Inc., chosen in part due to its compatibility/interoperability with our Niche Technology, Inc. Records Management System) has been acquired and installed, and key members of the Winnipeg Police Service (primarily the Crime Analysis Unit) have been trained in the use of this software. This is the first step in the Compstat process: the gathering, analysis and distribution of crime statistics and related information.

The Crime Analysis Unit is currently developing the business processes that will be used to gather, analyze and distribute crime-related data and intelligence information. This will include Compstat-style information that will be used by Division Commanders to determine and monitor crime trends in their respective Uniform Patrol Districts or Plainclothes Investigative Divisions, the CrimeStat books that will be distributed to the Executive Management Team and Division Commanders prior to the regularly scheduled CrimeStat meetings, as well as the information that will be generated and posted on the Service and City Websites.

Website development is currently underway, and it is anticipated that crime data will be posted on the Website by late February or early March. The criminal offences that will be displayed on the Website will initially consist of the following eight offences: homicides, sexual assaults, assaults, robberies (commercial and non-commercial), break-ins (commercial and residential), thefts of motor vehicles, thefts over $5000.00, and marihuana grow operations and clandestine methamphetamine labs. Other offences and offender information may be added at a later date.

The CrimeStat Website will be updated on a regular basis. As the database is developed, it will include comparisons to the same period in previous years, and year to date comparisons. During the initial stages, the information on the website will be in the form of statistical tables but as the site is developed, crime mapping technology will be employed to present visual representations of crime trends in specific geographical areas of the city and the city as a whole.

The Service is also planning to develop an internal process for tracking individual, Unit and Division productivity using a combination Compstat-style and audit approaches.

Effective Tactics

Effective tactics form the second pillar of Compstat.

The apprehension of criminals has for many years been the primary police response to crime. Arrest, as a response to crime trends, can be a very effective approach if repeat and dangerous offenders are specifically targeted. Random arrest, however, has been shown to have little effect on crime rates in much the same way that random patrols have been shown to have little effect.

The Winnipeg Police Service is committed to a philosophy of Evidence-Based Policing which not only means that tactics employed must be sound from a legal perspective, but also that they must be sound in terms of standing up to scrutiny. The approaches taken by the Service in answer to crime must produce the desired results and outcomes. (Outcomes will be discussed in detail on the heading of "Measurement: Results and Outcomes.")

Through a process of weekly strategic planning sessions, Division Commanders and the two Superintendents of Operations whom they report to will review and examine crime data and formulate strategies, tactics and operational plans. The data that will form the basis of these discussions will be generated by the Crime Analysis Unit. These group discussions will ensure a focus on common goal achievement through the most effective utilization of all available resources, and the use of proven tactics.

The underlying principle of tactics that will be approved for use will be that the tactics must bring about permanent change and not merely a shift in crimes or related problems from one area to another.

Rapid Deployment

The third pillar of Compstat requires an ability to address crime issues in the early stages of their development. This means that the agency must recognize a potential trend and act upon such emerging issues after the second or third occurrence, not the twelfth or thirteenth.

Over the past several years, there has been a significant increase in the number of officers assigned to front line police duties due to incremental funding granted for that purpose. As well, the recent addition of funds to enable formation of the Street Crime Unit has provided the Service with a resource that can be used to address emerging crime trends in conjunction with Division resources and Specialty Unit support personnel (e.g., Crisis Negotiators Unit, Emergency Response Unit). The majority of front line personnel operate in a reactive mode, responding to calls for service. Specialty Units and the Street Crime Unit operate in a proactive manner and will be in a position to address emerging crime trends in their early stages.

As crime trends emerge and are identified, Division Commanders will attempt to address them with the resources assigned to them. In situations where the issue goes beyond what their Divisions are able to address, they will bring the issue forward at the weekly strategy sessions with their peers, seeking assistance from potentially other Uniform Patrol Districts, Investigative (Plainclothes) Divisions, Specialty Units and the Street Crime Unit.

The Street Crime Unit reports to the Superintendent, Investigative Operations. The deployment of the Unit will be determined by the Superintendent in consultation with the Deputy Chief of Police Operations.

Relentless Follow-up and Assessment

The last principle of Compstat is the most important. It is through a process of tenacious investigation of crime by investigators, and equally tenacious follow-up of the processes and tactics used and the assessment of the outcomes that crime is reduced.

It is through this process, and the process of presenting crime statistics to the public, that accountability is achieved.

The accountability for policing at the Unit and Division level is addressed through what is referred to as the Compstat meeting. This bi-weekly meeting, which is nominally chaired by the Chief of Police, run by the Deputy Chief responsible for Operations and attended by the Superintendents and Division Commanders, is where interpretation of crime statistics and trends, and responses by the Divisions are reviewed and critiqued by the Executive.

Different approaches have been taken in terms of the frequency of Compstat-style meetings. Generally speaking, the larger the Department or Service is, the more frequent the meetings will be. In some very large departments, the meetings are run weekly or by-weekly, with a quarter of the Divisions being examined at each meeting. Generally, the performance of each Division would be reviewed every three to six weeks.

Prior to the meeting, the equivalent of a Crime Analysis Unit distributes documents that outline criminal activity for the previous evaluation period, the current evaluation period, along with statistics relevant to any discernable crime trends. This information can be presented electronically or in hard copy form.

At each meeting, the designated Division Commanders are given the opportunity to provide their analysis of the crime data for their respective areas, along with the steps each Commander has taken to address crime. These meetings are an excellent opportunity for the Service Executive to assess the relative performance of Division Commanders, providing praise for work well done, and advice and guidance in instances where issues of crime have not been addressed.

Winnipeg CRIMESTAT

The Compstat process has been adapted to meet the needs of the City of Winnipeg, and will be referred to as CrimeStat. Upon implementation, the six Uniform Patrol Divisions and the three Investigative Divisions will operate under the CrimeStat model. CrimeStat meetings will be conducted on a bi-weekly basis, and each meeting will examine the crime statistics of three Uniform divisions and either one or two Plainclothes Divisions. The following protocol will apply:

1. A regular schedule of CrimeStat meetings will be maintained.
2. Division Commanders will be notified well in advance of the bi-weekly CrimeStat meeting that the performances of their division will the subject of discussion.
3. All parties involved in the meeting will be provided with a CrimeStat book/file containing all the pertinent information, well in advance of the meeting.
4. A meeting agenda will be circulated prior to the meeting along with minutes from the previous meeting. The first agenda items will be the review of the minutes of the previous meeting. All outstanding issues from the previous meeting will be addressed prior to any new business being discussed.
5. CrimeStat meetings will have only one focus, that being crime reduction. No other topics will be placed on the agenda or brought up for discussion at the meeting.

6. The CrimeStat meeting will be the proving ground for the various tactics and strategies discussed and implemented as a result of the weekly crime strategy meetings (the strategy meetings attended by Superintendents and Division Commanders).
7. The Executive will encourage a collegial atmosphere that emphasizes teamwork, sharing of resources, and collective goal achievement.
8. The Executive will utilize a problem-solving approach and will assist in directing specific resources to crime issues identified by Division Commanders.
9. Although not intended to be confrontational, pointed, performance-related questions will be asked of Division Commanders in relation to crime in their areas.
10. A reporting and tracking mechanism will be used to track commitments made by Division Commanders and to ensure that follow-up occurs in relation to all issues.

Addition of Resources to Meet Current Policing Needs

As mentioned earlier, there has been significant growth in the police complement of the Winnipeg Police Service. Increases have occurred as follows:

March, 2005: Provincial funding through casino revenues was announced, which provided funding for 23 positions. This funding was applied to formalize staffing for emerging crime enforcement and other priority placements including historical homicide, domestic violence, high-risk offenders, missing persons, technological crime, forensics, and the Integrated Child Exploitation Unit (with RCMP and Brandon Police), Arson Strike Force, and Canine Unit.

January, 2006: Expansion of 2005's provincial funding was announced, which equated to a further 23 new positions to complement the strength of existing Units. The exact distribution of these positions will be determined by the Service as a result of ongoing consultations with Manitoba Justice, Criminal Justice Division.

March, 2006: Council adoption of 2006 Operating Budget added two further positions to the above two increases. These two positions were among those hired for the August, 2006 recruit class.

September, 2006: Following Council approval of the Neighbourhood Safety and Crime Reduction strategy, the police complement was increased by 47 positions to enable formation of the Street Crime Unit (operating under a model similar to the highly successful Operation Clean Sweep). Hiring to fill these positions is ongoing, but will be completed in 2007.

The impact of revenues obtained versus expenditures made for the above positions are summarized below:

Projected Expenditures and Revenues, 2007-2009	**2007**	**2008**	**2009**
Grand Total Expenditures: salaries, benefits, uniforms, equipment for 95 police positions added March 2005 to September 2006	$6,243,734	$6,935,139	$6,962,283
Revenues from Highway Traffic Act fines (Street Crime Unit)	1,800,000	1,800,000	1,800,000
Revenues Provincial Casino Revenue (46 provincially-funded positions announced in 2005 and 2006)	4,458,000	4,458,000	4,458,000
Grand Total Revenues	$6,258,000	$6,258,000	$6,258,000

Excess of Expenditures over Revenues*	($14,266)	$677,139	$704,283

* Projection for 2007 is $14,266 in excess revenues over expenditures.

Measurement: Results and Outcomes

Measurement is an integral aspect of the Winnipeg Police Service CrimeStat process. In the first instance, the amount, type, location, and time of occurrence of crime must be established as the basis for the effective deployment of personnel and resources. It is of critical importance that the initial measurement of crime be as accurate as possible, as all the other CrimeStat processes are based on crime statistics.

The Service tracks all categories of crime for the purpose of reporting under the Federal Government's (Statistics Canada, Canadian Centre for Justice Statistics) Uniform Crime Reporting system. The statistics that will be used for CrimeStat will be extracted from that same data base and will then be subjected to the crime analysis process, to produce usable information that will form the basis of decision-making on how best to deal with emerging crime trends.

In order to be able to conduct a meaningful evaluation of overall police performance or specific program performance, specific program objectives need to be stated at the outset. These objectives then form the basis of measurement to determine whether a particular program, strategy or enforcement tactic was successful.

Traditional performance measures in policing as well as other areas of public service have generally been gauged used quantitative measures. The reason for this is simple; in policing activities such as arrests, offence notices issued, guns and drugs seized and the like are easy to measure. Quantitative measures, however, are not indicators of program success; they are output measures.

The purpose of measurement is to test the efficiency and effectiveness of an organization and its programs. This applies to both private and public sector organizations, but perhaps more so in public sector organizations as they often operate as monopolies. Efficiency is not all that difficult to measure. In policing terms, we could, for example, determine the cost of a particular unit of service (i.e. the cost of making an arrest for a specific offence). Effectiveness, however, presents a more difficult issue in terms of measurement. Sir Robert Peel, the founder of modern policing, enunciated nine principles and the last of those applies directly to the measurement question. Principle nine stated that, "the true test of police efficiency is the absence of crime and disorder, not the visible evidence of police action dealing with it." In other words, what needs to be measured is not activity per se (outputs), but rather outcomes and actual results. Although Peel stressed efficiency, the same argument can be made regarding effectiveness.

The ultimate goal is to measure outcomes – the results achieved by police action. In some cases, if the objective is long term and the results will not be know for a period of time, quantitative measures can be viewed as the intermediate measure of program effectiveness.

The ultimate objective, however, is to measure outcomes. This requires qualitative measures. For example, when police mount a major operation in a particular geographical area of the city, the final outcome being sought might well be a greater feeling of security for residents of the area in question. If only quantitative measures were taken, one could extrapolate that *because a specific number of arrests were made in a particular area, the residents should experience a heightened sense of safety and security*. However, qualitative measures such as feedback from the neighborhood, and follow-up surveys would more accurately indicate whether the program actually had been effective in reaching that outcome.

The measurements of success proposed under the CrimeStat program include:

Quantitative measures:

1. Traditional measures of reported crime in all crime categories,
2. Traditional measures of reported crime by geographical area, and
3. Measures of crime clearance rates.

Qualitative measures:

1. Specific measures designed to capture data directly related to achievement of program objectives,
2. Specific data that compares crimes rates and police performance in relation to specific crime categories (and geographical areas) month by month, and year by year, and
3. Outcome and result measures such as community forums, and public surveys designed to measure the achievement of stated objectives. The costs associated with such consultations and surveys will be absorbed within the Service's existing Budget allocation.

Financial Impact Statement **Date:** January 5, 2007

No financial impact

"Original signed by Ron Smolik"
Ron Smolik
Manager of Finance

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:
n/a

External Consultation With:
n/a

THIS REPORT SUBMITTED BY:

Department	Winnipeg Police Service
Division	Executive Offices
Prepared by:	M. Zacharias, Deputy Chief of Police Operations