Minute No. 477
Report – Standing Policy Committee on Protection and Community Services – July 6, 2009

Item No. 1 **Winnipeg Police Advisory Board – 2008 Consultations Report and Recommendations**
eFile GF-2.2

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and adopted the following:

1. That the Winnipeg Police Advisory Board – 2008 Consultations Report and Recommendations be received as information.

2. That the report from the Winnipeg Public Service dated June 22, 2009 be received as information.

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

Report – Standing Policy Committee on Protection and Community Services – July 6, 2009

DECISION MAKING HISTORY:

Moved by Councillor Steeves,

That the recommendation of the Standing Policy Committee on Protection and Community Services be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 15, 2009, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 6, 2009, the Standing Policy Committee on Protection and Community Services recommended:

1. That the Winnipeg Police Advisory Board – 2008 Consultations Report and Recommendations be received as information.

2. That the report from the Winnipeg Public Service dated June 22, 2009 be received as information.

and submitted the matter to the Executive Policy Committee and Council.

On June 11, 2009, the Standing Policy Committee on Protection and Community Services recommended that the Winnipeg Public Service be granted an extension of time of up to 30 days to review and report back on the Winnipeg Police Advisory Board 2008 Consultations Report and Recommendations.

On April 17, 2009, the Standing Policy Committee on Protection and Community Services referred the Winnipeg Police Advisory Board 2008 Consultations Report and Recommendations to the Winnipeg Public Service for review and report back in 60 days.

Report – Standing Policy Committee on Protection and Community Services – July 6, 2009

DECISION MAKING HISTORY (continued)

WINNIPEG POLICE ADVISORY BOARD RECOMMENDATION:

On March 19, 2009, the Winnipeg Police Advisory Board submitted its 2008 Consultations Report and Recommendations.

ADMINISTRATIVE REPORT

ISSUE: **Response to the Winnipeg Police Advisory Board 2008 Annual Report and Recommendations**

For Submission to: **Standing Policy Committee on Protection and Community Services**

AUTHORIZATION

Author	Department Head	CFO	CAO
S. West	Chief K. McCaskill	n/a	G Laubenstein

RECOMMENDATIONS

1. That responses by the Winnipeg Police Service to recommendations in the Winnipeg Police Advisory Board 2008 Annual Report and Recommendations be received as information.

HISTORY

The Winnipeg Police Advisory Board (WPAB) 2008 Annual Report and Recommendations states in its prologue, “While it is hoped that the recommendations made in this report are reasonable and helpful on their own, the greater impact of the Board’s efforts may be our helping to bring the voice of the people closer to the ear of Winnipeg’s elected officials and our Chief of Police.”

As requested by the Standing Policy Committee on April 17, 2009 the Winnipeg Police Service (WPS) provides the following as responses to the WPAB report’s 20 recommendations:

WPAB Recommendation #1
WPS give priority to developing relationships/partnerships and contacts with appropriate social services agencies and professionals to improve 24/7 on-the-street response and longer-term intervention for citizens at risk, relative to crime prevention and neighbourhood safety.

WPS Response: The development of positive relationships has been a cornerstone of Police Chief Keith McCaskill's tenure as leader of the Winnipeg Police Service, under the philosophy of "Community Support" – built on the belief that positive relationships enhance our ability to work with the community for better outcomes and, ultimately, a safer city.

As just one example, this type of partnership was also used in the 2008 Central Park Revitalization project spearheaded by WPS in conjunction with a number of business, civic, provincial and non-government organizations to address ongoing crime problems in the area, mainly fueled by street level gang and drug-related activities.

The Service continues to develop relationships on a permanent and ad hoc basis; i.e., based on identified needs, as this problem solving approach is not deemed to be required on a "broad brush," city-wide basis due to the diversity and therefore, differential needs of neighbourhoods.

Further, the Service currently has a mental health liaison officer who coordinates the efforts of WPS in mental health issues, to ensure coordinated service while attempting to decrease operational impacts of watching over patients awaiting care. WPS has a close working relationship with Salvation Army with regard to this particular issue. The Project Breakaway approach has been a very successful model of inter-agency cooperation in this regard in assisting people with improving their life.

A limitation on implementation of this type of approach on a "24/7" basis is that many of our partners do not have resources working 24/7.

WPAB Recommendation #2
WPS involve an outside agency or agencies to undertake an independent study of all of their present crime prevention activities, assessing objectives, effectiveness and cost, and identifying verifiable performance measures suitable to periodically assess program effectiveness.

WPS Response: Internal policy dictates that reviews of crime prevention programs are to be conducted triennially. Some review work is underway at present by the Service to determine the efficacy of resource allocations. In addition, new technology solutions are being implemented to update our capabilities in reaching out with information to Neighbourhood Watch block captains. An example presently under implementation is an electronic list management service whereby e-mail users will be able to subscribe to crime reports and crime prevention information.

To be fiscally prudent, the Service will examine the results of internal reviews prior to making any decisions on retaining external consultants.

WPAB Recommendation #3
WPS give particular priority to working with other agencies and neighborhoods to support innovative programs and strategies which address the needs of at-risk children and youth and their caregivers.

WPS Response: Similar to our response to recommendation #1, the Service works collaboratively with communities and organizations to identify issues and solutions. Our Community Support Units, formed in May 2008, have been key resources in this work and are committed to continuing to develop relationships in their neighbourhoods to help solve public safety problems.

Further examples of partnerships and collaborative programs include the School Resource Officer programs (North End, South District of Winnipeg School Division, and Pembina Trails School Division), Manitoba Government programs (Lighthouses, Spotlight, Turnabout), Youth FireStop (WPS with Manitoba Office of the Fire Commissioner and Winnipeg Fire Department), and Community Cadet Corps. WPS resources used in this work include School Resources Officers, Community Relations Unit (crime prevention, victim services), and Districts 1-6 Community Support Units.

WPAB Recommendation #4
WPS explore with other City stakeholders and independent experts the potential usefulness and availability of criminal victimization data when developing crime prevention strategies. In addition, the WPS continue to improve the structure and expand the categories of crime in Crime Stat to best reflect the real crime rate.

WPS Response: WPS encourages victims to report all crimes, regardless of severity, so that our statistics and allocation of resources support effective policing that targets areas of need.

This recommendation also speaks to statistics generated under to separate and distinct methodologies: the national “Uniform Crime Reporting” or UCR of Statistics Canada, and WPS’ own CrimeStat.

A senior officer with WPS is a member on a national committee through the Canadian Association of Chiefs of Police which works directly with Statistics Canada’s Canadian Centre for Justice Statistics (CCJS) to oversee statistical reporting for accuracy and relevance. The annual data provided through CCJS reports, in connection with our own annual report, provides the public with a broad view of crime reporting that can be compared with other jurisdictions.

CrimeStat, on the other hand, is a management and accountability model intended to track crime types where, for the most part, proactive tracking and deliberate police intervention over the short term (and longer term as necessary) can have lasting impacts on public safety. Examples of successes have included the identification and disruption of break and enter networks, and the tracking, identification and disruption of auto theft and related, dangerous activities.

The website and mapping features of CrimeStat are the public face of the program, providing a measure of police accountability for reducing crimes.

CrimeStat is not intended to replace verified reporting of crime. CrimeStat data, unlike UCR data, does not go through a robust verification process in the interests of generating up-to-date data. The reliance on more "raw" data is an essential component of providing timely information on emerging crime trends to assist police in developing crime reduction strategies. After-the-fact, historical reporting remains the focus of our annual reporting locally and through CCJS.

There have been calls for the expansion of crime types for a broader use of CrimeStat. While this is a longer-term component of the strategic direction for CrimeStat, in the future we will be exploring adding additional enhancements.

WPAB Recommendation #5
WPS continue to use discretion and embrace restorative justice principles when responding to minor public order issues where deemed appropriate.

WPS Response: WPS is committed to alternate approaches including restorative justice, and this is already done as a matter of practice, in certain circumstances when the interests of victims, accused and the justice system can be satisfied.

With adults, it is used under officer discretion based on the type of offence, the level of public harm the offence had, the likelihood of recidivism or escalation of criminal acts, and other such factors. With respect to youths, alternate handling is mandated to an extent through the federal Youth Criminal Justice Act.

WPAB Recommendation #6
WPS develop a broader civilian role in the Winnipeg Police Service, with a goal of increasing the availability of sworn personnel to the highest value activities considering their experience, training and interest.

WPS response: This has been accomplished to a degree in the past and related review work is ongoing in consultation with the Winnipeg Police Association.

As well, an agreement recently ratified between the City of Winnipeg and Winnipeg Police Association allows the Service to begin planning for the establishment of an auxiliary cadet force, to support frontline officers by performing administrative and other duties that do not require the powers or skills of a fully-trained and equipped peace officer. Cadets are not intended to replace police officers or civilian members.

WPAB Recommendation #7
WPS pursue all methods to reduce paperwork required in crime-fighting, as well as community safety and crime prevention activities, including the use of streamlining technology.

WPS Response: Agreed; a significant aspect of reorganizational initiatives in 2008 was the reduction of paperwork and other obstacles to having officers out on the frontlines. This work is ongoing in consultation with frontline members across the Service. Technology improvements have also been implemented to streamline operations. Examples include automation of many core administrative and operational tasks, and higher-speed modems for wireless transmission

from updated mobile laptop computers. A technological enhancement currently in the implementation phase is an electronic list management system to allow citizens to self-subscribe to crime prevention information and media releases.

WPAB Recommendation #8
WPS describe their "Community Support" based delivery service vision and reflect the desired police/public relationship.

WPS Response: Agreed. This is being articulated in the Chief's discussions with the members of the public, community and business groups.

WPAB Recommendation #9
WPS consult and deal directly with local neighborhoods and community groups, in a consistent manner.

WPS Response: The advent of Community Support Units, which operate with a common philosophy and overarching goals throughout the five police districts, has made this type of interaction a priority, in conjunction with the neighbourhood/personal safety lectures and other community-minded services offered by our Crime Prevention section (Community Relations Unit). However, the strategies and tactics used to operationalize the Community Support philosophy vary in recognition of unique policing needs in various areas of the city.

WPAB Recommendation #10
WPS develop a training module for police leaders which articulates the service's vision for community support and includes components on best practices in crime prevention and community relations.

WPS Response: Agreed. This is a priority that will be undertaken in the coming months and communicated openly with the public.

WPAB Recommendation #11
WPS review their transfer policy with a view to ensuring the flexibility and discretion necessary to allow officers to remain in a community when their presence is part of effective crime prevention and safety initiatives.

WPS Response: WPS recently revised its transfer policy, after in-depth review and following consultation with members and the Winnipeg Police Association. The revised policy, however, continues our philosophy of balancing the career aspirations of members with operational needs of the Service, while respecting the needs of the community. While the long-term posting of a member in one community may build a longer-term relationship, we believe that this does not necessarily serve the community or the member's career more effectively than the periodic influx of new talent with its associated new strategies and tactics. It is also noteworthy that the uniformity of Community Support Units enables information-sharing to spread successful crime prevention initiatives to other neighbourhoods in need. That said, the current policy continues to allow for flexibility in management discretion to consider community needs and other circumstances.

WPAB Recommendation #12
WPS develop a methodology that will provide consistent
a. police follow-up for victims of crime; and
b. provision of general community information about crime; and
c. undertake, whenever possible, public education about what can be expected by way of a police response.

WPS Response a): Agreed. While this is an area we acknowledge has gaps in our service to the public, there may also be a lack of awareness of our Victim Services Unit which made 10,000 calls to victims and families to offer emotional assistance, information about cases/court processes, and referrals to other agencies during 2008. b): Agreed. Ongoing work is being done to expand on the availability of information through our members, in our facilities, and online. c): Agreed. This is an initiative we are willing to pursue in the near future as the Service transitions to the Community Support philosophy and its focus on building relationships and trust through engagement, honesty, accountability and openness.

WPAB Recommendation #13
WPS develop a Community Support Officer and Patrol Officer profile which considers the operational goals, required skills, recruitment, selection criteria and ongoing training needs for these two police functions.

WPS Response: As with other job roles and descriptions, the Community Support Unit officer's skill-set requirements are defined according to the nature of the duties, and form the basis of selection of appropriate members for this important, community-building assignment.

WPAB Recommendation #14
WPS review present promotion criteria to develop means of encouraging and rewarding officers who excel in general community relations, to remain in the general patrol function.

WPS Response: Promotion is subject to processes and protocols entrenched in the Collective Agreement between the City of Winnipeg and the Winnipeg Police Association and therefore, cannot be changed unilaterally by WPS. This recommendation also relates to Recommendation #11 (transfer policy) and could tend to limit aspirations of officers who wish to broaden their experience by entering the Investigative Operations or Support areas of the Service.

WPAB Recommendation #15
WPS develop an integrated in-service training module on diversity, to be delivered to new employees within several years of graduation.

WPS Response: For in excess of 20 years, WPS has had extensive course offerings within its mandatory training syllabus for new recruits and ongoing in-service training. Current offerings include:
Aboriginal Awareness: New members of the police sector are trained in this area by the Service's Aboriginal Liaison Officer (a former member of the Training Academy)
- 5 days of extensive examination of historical and current issues
- An overview of legal definitions such as: First Nations, Métis, Inuit, treaties, de-colonization
- Discussion to dispel the myths surrounding Aboriginal Peoples

- An overview of the pre-contract tribes of this region (Cree, Ojibway, Dakota and Ojicree)
- Exposure and discussion of cultural considerations. An examination of traditions, ceremonies and protocol. Recruits are afforded the opportunity to participate in a sweat lodge ceremony.
- Contemporary and Historical Aboriginal Issues (an in-depth look into treaties and the residential schools
- Renewal and Revitalization (discussions on blended health care approaches, healing and friendship centres, community and capacity building)

Community Diversity
Approximately 1 ½ days are devoted to this area. This section is also taught to the new members by our Aboriginal Liaison Officer. It specifically deals with the various cultural communities within the City of Winnipeg. Guest lecturers from different ethnic backgrounds are also used to expose the new employee to our very diverse community.

Bias-Free Policing
New members receive a half day of training with regard to human rights laws and WPS bias-free policing policy, as well as their own perceptual screens. In addition, members assigned to full or part time to the Human Resources Division are mandated to attend the City's Bias-Free Selection Program.

Ethics
This course is slated for one day and complements what is learned from Bias-Free Policing.

Hate Crimes
½ day is devoted and taught by a senior member of the Service with experience in this area.

Mental Health Act
1 ½ days are required to cover this area. Topics included are definitions, terminology, legislation, forms/documents required, and guest speakers. An in-depth look into those that are affected and the resources available within the community. Within the past year, members of the Service have received updated training in this area to address changes that have occurred over recent years.

Fetal Alcohol Syndrome
This topic is presented to the new member in the form of a workbook that is to be completed and discussed during class to ensure thoroughness of comprehension.

Respectful Workplace
This area is presented by a representative of the Human Resources Division regarding acceptable behavior and protocol in the workplace.

WPAB Recommendation #16
WPS consider developing diversity targets for recruitment which reflect the demographics of the City of Winnipeg, and report annually on diversity within its peace officer contingent.

WPS Response: Diversity targets were identified in the recommendations of the Aboriginal Justice Inquiry's 1991 report. WPS has since surpassed the target for Aboriginal employment, though we continue to seek further increases in our complement of Aboriginal and other visible minority officers. Currently our police complement reflects virtually every ethno-cultural group in Winnipeg; this is an ongoing objective as we believe our Service must reflect the communities it serves.

As footnoted in the WPAB report, WPS does currently reference diversity demographics within the Service in its annual report.

WPAB Recommendation #17
WPS systematically monitor for any remaining barriers to citizens communicating information and concerns to their police service, considering communication channels as well as any underlying community relations factors (fear or distrust of police, fatalism, apathy, …) and make this a priority issue in its annual report.

WPS Response: WPS is actively working with the issue of distrust of police through the Community Support approach and the philosophy of building better relationships with the community. The spirit of this recommendation is seen as a long term goal of the Community Support approach. Our policy of recruiting from all ethno-cultural groups complements this work by demonstrating the Police Service accurately reflects the community it serves.

A Professional Standards Unit page was added to our website in 2008 as a further enhancement to citizens' abilities to comment on interactions with members of our Service. The site features information on complaints process, the various options for complainants, and a complaints/compliments form the public can complete online.

The WPS annual report is intended as a 'look back" at accomplishments and therefore our intent would be ongoing communication and relationship building, highlighted in news releases and public events.

WPAB Recommendation #18
WPS continue to refine the CrimeStat reporting system to broaden the availability of accurate, verifiable, comparative and relevant crime data to the public.

WPS Response: Expansion of crime types has been identified as a long-term goal of the website aspect of the CrimeStat management and accountability model.

In addition, as footnoted in the report, reporting to the public is augmented by daily media releases sent electronically/published on the WPS website. Also, in January 2009, the Service enhanced the CrimeStat website, and added Shootings as a crime category while making the entire site more interactive for custom reporting to the public.

WPAB Recommendation #19
WPS monitor the development and application of Crime Stat to prevent its use by special interests for other than legitimate police resource deployment purposes.

WPS Response:
We understand this recommendation to relate to allegations that have been made from time to time about misuse and misrepresentation by some jurisdictions under the similar Compstat model. WPS use of the CrimeStat is based solely on the premise of public accountability with the goal of crime reduction through a structured management and accountability model (and the accompanying, public-facing website). This model is guided by our core values of honesty, integrity, trust, respect, accountability and commitment to excellence.

With respect to control over external use, the internet-based nature of the CrimeStat website limits the ability of the WPS to prevent its misuse by individuals or groups, though the Service's information services infrastructure has robust security to prevent unlawful infiltration into our systems.

WPAB Recommendation #20
WPS create a policy statement, service standard and verifiable performance measures concerning post-investigation follow-up with victims of crime.

WPS Response: As stated in response to Recommendation #12 (a and c), this is an area where gaps in service are acknowledged and is an issue we are willing to pursue as part of our expanded focus on openness under the Community Support philosophy.

IMPLICATIONS OF THE RECOMMENDATIONS

General Implications: none

Policy Implications: none

Regulatory Implications: none

Environmental Implications: none

Human Resources Implications: none

Financial Implications: There are no financial implications associated with the recommendation.

FINANCIAL IMPACT

CONSULTATION

In preparing this Report there was consultation with:

- Much of the material in WPS responses was contained in ongoing dialogue with the WPAB through the year 2008 and into 2009.

SUBMITTED BY

Department	Winnipeg Police Service
Division	Executive Offices
Prepared by:	S. West
Date:	June 22, 2009
File No.	

Winnipeg Police Advisory Board
2008 Consultations
Report and Recommendations

Prologue

The start-up year for any enterprise is hectic at times and this was certainly the case as the WPAB worked initially to interpret its mandate, identify the required tasks, designing and conducting public consultations, and learn to work together to assess the information gathered. This report is the culmination of those efforts for 2008.

Within our defined mandate the Board has attempted to bring the voice of the citizens of Winnipeg to the fore, and create a greater awareness of the danger, intimidation and fear which is a daily experience for residents in some areas of Winnipeg, there to be seen by those who care or dare to look. Our police, unfortunately, can only deal – repeatedly - with the symptoms of the social realities which underlie crime in our community.

Enforcement is arguably the easier part of police work. It is messy and dangerous at times, but it is tangible. There is an identifiable victim, a specific crime and, somewhere, an offender. Evidence is there to be gathered - or not - and you either solve the crime or you don't. Solved or not, the fallout of crime becomes the concern of others...the justice system, an insurance company, an individual....or perhaps all of the above, and you move on.

Preventing crime on the other hand is inherently more difficult. Everyone is a potential victim of crime, everything is a potential target, and anyone could be a potential offender. Such a broadly defined objective suggests that everyone must be part of the solution. Personal responsibility must be taken. Indeed there is evidence that mobilizing the neighbourhood is working in some quarters of Winnipeg. The call for a coordinated effort in crime prevention, and the prominent role that social development must have, is now loud and clear, and for the moment is being heard in many sectors of the community and city government.

The Winnipeg Police Service is a professional police body with all of the training, policy, structure and tactics one expects to find in a major police operation. Much optimism has been expressed in the past year with the efforts the WPS is making toward greater community consultation and ad-hoc integration with non-police agencies. The new theme at WPS has a name – "Community Support" – and can be a rallying point for the organization's commitment to public safety once it is clearly defined and embraced. The Winnipeg Police Advisory Board supports Chief McCaskill's initiatives for greater community consultation and support.

As has long been the case, effective policing requires effective relationships in the community, and making large strides forward in crime prevention will require the coordinated effort of many. While it is hoped that the recommendations made in this report are reasonable and helpful on their own, the greater impact of the Board's efforts may be our helping to bring the voice of the people closer to the ear of Winnipeg's elected officials and our Chief of Police.

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Winnipeg Police Advisory Board
2008 Consultations, Report and Recommendations

1. Introduction

The Winnipeg Police Advisory Board (WPAB) was created in September, 2007 to provide citizen-based input and independent analysis of how well the Winnipeg Police Service is meeting the needs of the community in the areas of crime prevention and neighbourhood safety. This is our first report.

We have met with members of the public. This has shown us that in spite of our education and experiences, many of us have little sense of what life is like for citizens who live in high crime communities, especially if they have to deal with poverty, exclusion, mental illness, addiction, and abandonment, coupled with feelings of fear and helplessness. We listened to individuals who have great insight into the problems in their community, and heard about positive and successful solutions. We heard many complaints about police service, but also many empathetic comments. Above all, we heard a lot about what our citizens want not only from their police force, but equally as importantly, what they want from a myriad of other service providers.

We have met with representatives of the Winnipeg Police Force. They have shared with us the difficulties they face in carrying out crime prevention and neighborhood safety programs, but also enlightened us about the numerous interactive programs which they have initiated or in which they partner with others, in order to make our neighborhoods safer. As a newly appointed Board, we have shared the past year with a newly appointed Chief of Police, who has introduced an agenda that calls for greater community consultation, and a focus on community support, an initiative which this Board unanimously endorses.

The WPAB mandate (See Appendix B for the full mandate) requires that we act only in an advisory capacity to the Standing Policy Committee on Protection and Community Services (SPCPCS), and prevents us from managing or directing the police service. The structure and layout of this first report follows by necessity, our current mandate. But, we, as a Board have things to say to SPCPCS that do not fit neatly within our enabling by-law, just as crime prevention and neighborhood safety do not fit neatly within the mandate of the Winnipeg Police Service.

While our recommendations are restricted to general policing issues, one should note that the context from which each recommendation flows contains many specifics relevant to crime prevention and neighborhood safety that impact not only on police, but on all levels of government, service agencies, community groups and individuals in Winnipeg.

The Winnipeg Police Service is a professional policing body, with human resources, policy, structure and process one expects from a major police force. The most objective part of their mandate is law enforcement. The most subjective part of their mandate is preventing crime and protecting neighborhood safety. This is where the Winnipeg Police Service cannot stand on its own. What we have seen and heard from both the community and the police is that communities must be able to mobilize their own coordinated efforts in a context of socio-economic development and support. In turn, the police must be active participants in these initiatives, and focus policy and resources to that end.

2. The Board, its Activities and Focus

The Board held its inaugural meeting in January 2008 and contracted an Executive Director this past April. On June 19th and September 25th, 2008, the Board held public consultations in Police Districts 1 and 3, has reviewed crime data and the WPS 2007 General Survey results, and met with a variety of WPS representatives, including from the WPS Police Association.

The Board members do not have a thorough knowledge of the day-to-day operations or reality of the WPS. As time has allowed, our knowledge has expanded through our meetings with WPS representatives, who have co-operated with every request. We have been made aware of specific programs and initiatives within the WPS, that both indirectly and directly and significantly address the issues of crime prevention and neighborhood safety. But more Board 'education' is needed.

Although the Board is composed of 12 citizens who represent a wide diversity of backgrounds and experiences, the Board has realized that in its first year, we must restrict ourselves to focusing only on a select number of the issues that relate to the police role in crime prevention and neighborhood safety. We have chosen to highlight what we have heard through public consultation, even though we have not yet consulted on a city-wide basis.

For some Board members it was shocking to hear first hand about the level of crime, violence and fear that residents of some Winnipeg neighbourhoods are exposed to on a daily basis. Many inner-city residents have little choice but to remain in these high-crime areas and the Board's consultations revealed to us the courage that is required in our high-needs neighbourhoods for residents to face each day and hope that their living conditions will improve.[1]

The residents consulted did recognize the difficult job the Winnipeg Police Service has and know that our police – or the justice system as a whole - cannot alone address the underlying risk factors for crime, such as poverty, addiction, mental illness and exclusion. They also know that their police service will be most effective if strong relationships are established between the police and the community's residents and organizations. Some do not trust the police. At the same time, they want to engage with officers at an individual and human and respectful level, and want to enlist the police in helping them address community problems.

The Board wants to allow the community to speak through this report. For this reason, we have included many of the community comments, inserting them in boxed form where their relevance matches the various components of our mandate. The commentary provided within each mandate subsection provides the background for the resulting recommendations.

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[1] Improving safety in the inner city not only benefits current residents, but is prerequisite to successful inter-city revitalization – attracting more people to live, work and creates enterprise in central Winnipeg, and in the process slowing urban sprawl.

3. WPAB Report on Mandated Responsibilities

The mandate of the WPAB is outlined in City of Winnipeg By-Law 180/2007, Section 3(2) in six requirements (a-f). Each subsection of the Board mandate is commented upon below.

...the Board shall advise council through the Standing Policy Committee on Protection and Community services on:

a) Annual Police Service business plans and their performance targets related to crime prevention and enhancement of neighbourhood safety;

The Board is not presenting any advice to SPCPCS regarding WPS Business Plans in this report as the information necessary to assess current performance targets for 2008 is not yet available.

The Business Plan by Service 2006-2008 was a new standardized planning approach for all departments of the City of Winnipeg. The Business Plans by Service highlights the role each City department has in delivery of each city-supplied service, and also include some basic performance and public satisfaction data generated through the City's citizen's survey.

The "annual" police service business plan is, then, a multi-year document, part of the City of Winnipeg Business Plan by Service 2006 – 2008. The performance targets outlined in the police business plan are for the most part expressed as percentage reductions in reported crime. Some 2008 results will only establish a base line for future analysis. For 2009 the City administration requested WPS do a financial update only of their existing business plan for budget purposes. Performance targets remain unchanged.

The official Winnipeg Police Service and Statistics Canada crime data sources for the 2008 calendar year will only be available in July, 2009 and thus the examination of business plans must occur later.

Looking back at how well performance targets were achieved is important. The Board's longer term interest in this area is to find its appropriate place in the planning process to influence police planning for the future. Researching the WPS plan and targets, the current activities and resource levels associated to each, and determining the Board's role in the planning process will be one of the Board priorities in 2009.

b) Effectiveness of the Police Service in deployment of resources and tactics in crime prevention and neighbourhood safety efforts, both as a measure of achievement of annual business plan targets and as a value for money function of budget allocations made by the City Council;

This year WPAB was not appropriately resourced to evaluate the effectiveness of the Police in its crime prevention and safety efforts, focusing on either the service's annual performance targets or budget allocations for that service. However, as a result of its various consultations the Board can comment upon the perceptions of police effectiveness in these two areas, and make recommendations for improvement.

Community awareness of the role of police:

What the Board heard...

- Overall the justice system is not working effectively
- Police are only part of the solution. Courts and social services have a large role.
- People strongly expressed that the community wants and needs to work together with police, but also suggested there was some reluctance on the part of police to work with others in this community.
- Lack of trust between police and the community is a significant barrier. Trust is something that is learned.
- The Winnipeg Police Service be more aggressive in insisting that corollary social services such as mental health agencies and child welfare agencies work with their clients in high demand times such as evenings, weekends and cheque days
- There are many mental health issues but few programs and insufficient resources for multi-offenders
- More social programs and funding is required over which the community will have control

The community recognizes that their police largely deal with the symptoms of various social ills. "When you only have a hammer, everything starts to look like a nail". Police may be the most miscalled upon resource in society's toolbox in attempting to address the risk factors associated with crime.

The police are not social workers. However, the police are the most accessible and visible of the few agencies who are out there 24/7 dealing with the consequences of poverty, exclusion, addiction, mental illness, or otherwise dysfunctional members of society. Many ask "where are the other agencies ", particularly after hours and on weekends when most incidents occur. Partnerships between the police and the other service providers are necessary to ensure more immediate access to non-police community resources, programs, and information, and thereby increase real-time response options.

WPS currently partners on an ad-hoc basis as demonstrated by the WPS and the Community Services Department in the former Family Violence Intervention Teams pilot project, and their involvement with the ongoing Project Breakaway, which focuses on those street dwellers who are the most frequent users of Winnipeg's social network. Partnerships were also created with the housing authority and newcomers community during the recent Central Park Revitalization project spearheaded by WPS. It may be too resource intensive to try and establish integrated teams and provide universal coverage city-wide 24/7, but the police can focus on specialized partnerships to target specific needs.[2]

The call for a unified approach to crime reduction is becoming louder and from many fronts. Some encouraging new initiatives have begun in Winnipeg in the past year or so, the most recent having a focus on the risk factors for crime.[3]

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[2] WPS currently has a mental health liaison officer who coordinates the efforts of WPS in mental health issues, to ensure coordinated service while attempting to decrease operational impacts of watching over patients awaiting care. WPS also maintains a close working relationship with Salvation Army Mobile Crisis Unit but is not "integrated" in the sense of having a full-time, multi-agency operational unit with them.

[3] Two recent examples are the pursuit of a Safe City designation for Winnipeg, and the City-run workshops on Crime Prevention through Social Development.

Board Recommendations:

1) WPS give priority to developing relationships/partnerships and contacts with appropriate social services agencies and professionals to improve 24/7 on-the-street response and longer-term intervention for citizens at risk, relative to crime prevention and neighbourhood safety.

The community wants crime prevention activities from and with the police.

What the Board heard

- Residents want less crime in their neighbourhood and dedicated police involvement in programs.
- Citizens need to get involved in their communities, and parents with their families
- Need neighbours to look out for neighbours and gain pride in their neighbourhoods
- Kids need support. They are not evil – they need things to do. Parents may not be sufficiently involved.
- Make kids directly "fix" what their behavior "broke" (alternative justice)
- Stories that show success are important. People need to hear about positive outcomes.
- Increased trust by citizens and sensitivity of police were seen as critical for crime reduction.
- Police need to recognize that for the community preventing crime is as important as arresting criminals.
- Police undertake preventative measures when the public identifies potential threats of criminal activity
- Police join the campaign against school absenteeism.
- Police undertake a coordinated education program on the manufacture, identifiers, effects and other important facts about 'Crack".

Our citizen "consults" do prefer crime be prevented over the need for enforcement. According to one local expert, crime has three components: a target, inadequate guardianship, and a motivated offender. Changing any one component will result in an increase or decrease in the amount of crime.[4]

Preventing crime requires the police and the community to work together. Apathy or lack of capacity at the neighbourhood and family level will limit what can be accomplished. Police led programs are not the full answer to effective crime prevention, particularly in high-needs neighbourhoods. Investing in the development of community leaders is critical. Neighbourhood led initiatives like those existing in the Point Douglas community have demonstrated that good progress can be achieved for the medium term with local passion and leadership and relatively few resources.

WPS has a dedicated Crime Prevention unit and crime deterrence and target hardening should be valued activities in the community. The WPS bi-annual survey, however, identifies declining awareness of and participation rates in most police-sponsored crime prevention programs. (Block Parents and Combat Auto Theft were two exceptions to the trend) Why this decline is occurring is not known. WPS has a three-year program review cycle and a number of Crime Prevention programs are currently being reviewed. (Neighborhood Watch, Citizens for Crime Awareness, Block Parents, Graffiti Reduction, and the Business Crime Prevention Handbook)

[4] Dr. Rick Linden, University of Manitoba, Winnipeg Search Conference on Crime Prevention Nov 24, 2008.

Board Recommendations:

2) WPS involve an outside agency or agencies to undertake an independent study of all of their present crime prevention activities, assessing objectives, effectiveness and cost, and identifying verifiable performance measures suitable to periodically assess program effectiveness.

Crime Prevention and Children

What the Board heard

- Much concern on victimization of children
- bullying and intimidation at/after school
- younger and younger children lured by drug trade and being involved in the delivery of illegal drugs
- 11 and 12 year old females regularly stalked by males in cars;
- Very young children (6-7) from "gangs" bully and steal from even younger children
- Gang activity is central to young children becoming victims and offenders
- Summer sees increased gang activity
- There was a significant amount of call for more attention to crimes by children, often with children as victims. After-school patrolling, school resource officers and other programs were desirable.

In some Winnipeg neighbourhoods the physical and emotional safety of younger children is a daily concern for parents. Victimization may be at the hand of other young children emulating the activities of older gang-involved youth. Early intervention is seen as one important part of what needs to be a broad-based solution to de-motivate future offenders. Truancy by school-age children should be actively pursued, and when at-risk children and youth are involved in troubling but not criminal activity there should be immediate follow-up with parents. Police are expected to assist, but the neighbouhood still saw the solution ultimately coming from the larger community, with the active involvement of parents and children.

Some examples of youth- focused programs involving the Winnipeg police are the School Resource Officer program (North End, and South District of Winnipeg School Division), several Manitoba Government programs (Lighthouses, Spotlight, Turnabout), Youth FireStop (WPS with MB-OFC and WFPS) and the WPS Community Cadet Corps.

Board Recommendations:

3) WPS give particular priority to working with other agencies and neighborhoods to support innovative programs and strategies which address the needs of at-risk children and youth and their caregivers.

Reported Crime vs. Victimization Rates

What the Board heard

- Residents mention crimes, but emphasize the whole notion of widespread intimidation and fear.
- Fear of police can result in fewer calls for service by some community segments.
- Fear of retaliation was a common reason for not reporting crime. Protecting the identity of those reporting crime, if possible, was seen as important.
- A resident's home may be his/her only refuge.
- Police be assigned to areas based on serious crime rate not geographical areas.
- Domestic assaults are greatly under-reported.
- Gang led incidents are not always reported as gang-related.

*According to the WPS General Survey, 2008, e*xtrapolating respondents (8%) experience, there were potentially 35,000 unreported crimes in Winnipeg last year. Statistics Canada and other surveys indicate that a very significant percentage of crimes are never reported to police. As well, crime is not distributed evenly throughout the community. It may also be the case that the most vulnerable are least likely to report crime. There is a suggestion from high-crime area residents that victimization rates should play a more definitive role in resource allocation.

For the most part police respond to reported crime.[5] CrimeStat is being used as a real-time tool which assists WPS in making evidence-based resource decisions and to develop specific strategies to address common crime types. Based on "reported" crime, WPS currently assigns more police to higher-needs areas, and deploys specialized resources to deal with specific crime types or occurrences. The recent WPS policy statement on third-party reporting is helpful toward encouraging crime reporting by victims.

The question becomes: "Do we really know what is going on in some Winnipeg neighbourhoods?" It may be that data already exist that would answer this question, perhaps a deeper analysis of Statistics Canada's General Social Survey data. If the desired data is not available, how can it be gathered and who could best gather the necessary information?

Board Recommendations:

4) WPS explore with other City stakeholders and independent experts the potential usefulness and availability of criminal victimization data when developing crime prevention strategies. In addition, the WPS continue to improve the structure and expand the categories of crime in Crime Stat to best reflect the real crime rate.

[5] WPS specialized enforcement units also do considerable proactive work targeting crime groups and developing criminal intelligence sources in areas such as drug enforcement, child exploitation, firearms trafficking and otherwise attacking organized crime and individual criminals.

Alternative Police Response Options – Public Order

What the Board heard

- Suggest Police confiscate and pour out alcohol or other intoxicants when people drinking in public place.
- Police not spend inordinate time on minor issues

The justice system can be cumbersome, expensive, adversarial and at times not effective. It may also be the case, particularly when dealing with youth or persons afflicted with addiction or mental health issues, that the laying of charges for minor infractions is counter productive, particularly for new offenders but also for some chronic individuals. The concept of police discretion is recognized in law. Indeed, the use of discretion is practiced by WPS officers with adults (officer discretion), and youth to the extent authorized by the Youth Criminal Justice Act. With the use of restorative justice principles, the exercise of discretion can be seen to be both effective and efficient.

Board Recommendations:

5) WPS continue to use discretion and embrace restorative justice principles when responding to minor public order issues where deemed appropriate.

Efficient use of Resources – Civilian Support Staff

What the Board heard

- Winnipeg Police Service lags behind the industry in the ratio of civilian support staff to peace officers
- Care be taken to not assign an unnecessarily large number of police to relatively small crimes
- Police have too much paperwork.
- Police don't have the time to report back to victims because of all the report writing

One prominent study in BC reported that police are overburdened with process and paperwork.[6] It showed the dramatic increase in the amount of time police spend to resolve individual cases now than was necessary 10, 20 or 30 years ago. A significant aspect of the WPS reorganizational initiatives in 2008 was the reduction of paperwork and other obstacles in support of having officers performing services directly for the public.

The police officer role is very broad in practice, often involving many activities and tasks that do not require a badge and a gun. Civilian support staff is critical to efficient policing, and WPS appears to be under-supported in this area compared to other agencies.[7]

Maximizing the role of civilian and other support staff in the police service can allow constables to spend more of their time on core peace officer activities and still participate in the full range of crime prevention programs.

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[6] *A 30 Year Analysis of Police Service Delivery and Costing "E" Division*, Institute for Canadian Urban Research Studies, 2005.

[7] WPS Annual Report 2007

There are potential civilian roles in almost every area of policing. Investigative support, crime prevention, administration, planning and even front-line community liaison might be more efficiently addressed through thoughtfully designed support roles for civilian staff and Special Constables.

Board Recommendations:

6) WPS develop a broader civilian role in the Winnipeg Police Service, with a goal of increasing the availability of sworn personnel to the highest value activities considering their experience, training and interest.

7) WPS pursue all methods to reduce paperwork required in crime-fighting, as well as community safety and crime prevention activities, including the use of streamlining technology.

c.) Effectiveness of the Police Service in their efforts to liaise with community groups;

Again, the WPAB was not resourced to undertake an objective, hard data-based evaluation of effectiveness. However, our consultations highlighted very strong opinions on the importance of police-community relations, with everyone agreeing that the relationship between the police and the public is an important determinant of an effective police service. It could not be otherwise – good service strengthens community relationships, and good relationships improve access to information and resources for policing. Relationships – good or bad – are both an input and an output of police service delivery.

What the Board heard...

- Participants felt that to be effective police had to be more in touch with the community. Individual officer continuity and a visible local presence were important.
- Effectiveness was closely tied to more personal relationships with individual police officers. For many this involved assignment of individual officers to neighbourhoods and schools, and getting officers out of cars - particularly in high crime areas.
- Lack of continuity of police personnel in a district truncates the building of relationships and development of knowledge of the community, contributing to what is viewed by residence as inadequate response. This occurs due to transfers, but also because officers may be covering more than one district on that shift.

Perhaps the strongest recommendation raised at the public consultations in the higher needs neighbourhoods of Winnipeg was the desire of residents to have continuity of police personnel and to know these specific police officers. The physical presence of police and knowing individual police officers is seen as an important determinant of satisfaction with the overall police service in these neighbourhoods.

To be most successful our police must have a clear mandate and a vision that is well articulated and shared internally and with the community. Since May 2008 WPS has been proceeding on a "Community Support" approach which uses officers working closely with District stakeholders to solve community problems. Building bridges and fostering good relationships is also a publicly-stated priority for the current Chief of Police. His challenge in this area will be to entrench a desire to consult and otherwise

interact with the community throughout the Service. This can be a key corporate culture component for WPS and some structured discussion across the police service and with the community could be helpful.

Articulating what exactly the "Community Support" approach is, and creating a shared vision of "Community Support" within the organization and with the community, will bring focus to issues and help build needed partnerships.

Board Recommendations:

8) WPS describe their "Community Support" based delivery service vision and reflect the desired police/public relationship.
9) WPS consult and deal directly with local neighborhoods and community groups, in a consistent manner.
10) WPS develop a training module for police leaders which articulates the service's vision for community support and includes components on best practices in crime prevention and community relations.
11) WPS review their transfer policy with a view to ensuring the flexibility and discretion necessary to allow officers to remain in a community when their presence is part of effective crime prevention and safety initiatives.

Specific neighbourhood issues around Police Effectiveness
Police Response

What the Board heard...about police response

- Although they complained about poor police response, in-effectiveness with problem children, and lack of physical police presence, residents also expressed empathy with the job that individual police have to do, the burden of paperwork, the problems created by the revolving door of the justice system, and the systemic problems of family breakdown, poverty, etc. that police are not able to address.
- There were substantially more accounts offered of what participants considered poor police response than of good response. Specialty units seemed to be overall better perceived as providing a quality response than general patrol. They work more with the community and community groups
- Police internal communication be improved so that there is more support for drug and gang units
- Some do not understand how police prioritize their responses. Long delays for seemingly significant events, or non-attendance, were cited.
- Police response was seen as less likely when children were involved as perpetrators, particularly under 12
- Some residents felt police need to place a higher priority than is currently the case on crimes against persons, and less on auto theft.
- The potential benefit from the use of technology in residential areas is recognized. i.e. Cameras, cell phones, etc. Using cameras in high crime areas was suggested
- That police be equipped with video cameras to film crime scenes when assaults, particularly spousal assaults, are reported.
- Security of the police radio communication system can be improved
- Visible enforcement makes a difference. Closing of crack houses is an example. Manitoba's Public Safety Branch Investigation Unit (PSBIU) is seen as very effective in this.

At our current level of social development it is unlikely any police service could eliminate crime entirely. Police effectiveness, then, is a relative concept constrained by underlying risk factors for crime, and

notoriously hard to measure. Community members do understood this, and thus their complaints about police response tend to be more about how the police do their job than the specific results ultimately achieved. This is actually good news from a public satisfaction perspective because adjusting the behavior of a well educated and highly trained body of police professionals is notionally easier than reducing the underlying risk factors for crime.

Many inner-city residents do not know exactly how the "police response" works. Their experience is that the response may vary from one day to the next. Some question the strong focus on auto theft when for them the issue is crimes against persons.

Board Recommendations:

12) WPS develop a methodology that will provide consistent
    a. police follow-up for victims of crime; and
    b. provision of general community information about crime; and
    c. undertake, whenever possible, public education about what can be expected by way of a police response.

The Winnipeg police officers and their physical presence

What the Board heard...about individual police officers

- There was some suggestion of police exceeding their authority at times, and many more of insensitive, "unfriendly" or rude behavior. (There was also recognition by some that police need to be cautious and to maintain control over a situation for their own safety and to resolve the matter at hand)
- Many felt the demeanor of police officers was part of the problem. The seeming insensitivity of some police officers is an issue. Some officers treated victims like offenders
  Some residents acknowledged instances of good interaction

What the board heard...about the need for "community" support officers

- A prominent theme was the perceived need for "local" police officers for vehicle and foot patrols. "When the police are around, it is very quiet."
- Dedicate police officers to communities where officers become well known to the community, including walking the streets and talking to people in high crime areas.
- Dedicated community officers and changes to officers' communication styles/skills are seen as being necessary to improve relationships with the majority who are non-offenders.
- Communication is a two-way concept. Information is not communication. Police need to be skilled communicators
- The efforts of WPS to provide community officers were recognized as the right approach, but little continuity has been experienced in the actual deployment of community police resources – either in individual officers or as a program.
- Residents or businesses find it difficult to get to know the police officers who come into the neighborhood
- There is a perception that individual police officers want to remain anonymous, and a belief that knowing the police makes the police more effective.

What the board heard...about the need for "community" support officers (cont.)

- Residents reported good response from police officers they knew personally. Getting to know the local police was seen as important for improving future police response.
- It is important to keep experienced officers engaged in front-line policing
- Police officers who do not adjust well to working with community be given intensive special training.

Residents do not want the police to remain anonymous. They want names. There are good reasons for a degree of anonymity at times. Current policy requires uniform police officers to display their badge number. Wearing of name tags is reportedly common in assignments with a high crime prevention or public relations aspect. Officers have the option to wear name tags for general response but this is not often the case. As well, attending officers have the option to use inquiry cards to provide their name and contact information to any person.

The current policy on wearing of name tags has been reviewed by WPS, and considered and accepted by Council through the Standing Policy Committee on Protection and Community Services (Jan. 2006 report). While the Board encourages the wearing of name tags, it makes no recommendation at this time.

General patrol officers should be experienced and must have the necessary skills and interest in the role of the "beat cop". Communication skills and sensitivity to the profile of the specific neighborhood are important, as is the ability to effectively deal with young people. Patrol officers, many felt, need at times to walk the street and talk to community members.

Police responsible for neighbourhoods must have the resources, time and flexibility to identify different needs and adapt the service delivery approach. This would include systematically engaging with community groups (schools, churches, businesses, NGO and government service groups etc...), and partnering with those local individuals and groups that can best contribute to improving outcomes.

Not everyone can be equally effective in the neighbourhood policing role. More specialized recruitment for the police service which identifies compatible "beat officer" personalities may be required and an increased focus on this role and related skills in recruit training and in-service education programs may be necessary. Recruit training content needs to be practical, relevant, interactive and experiential, and involve a broad range of members of the various community segments (the poor, Aboriginal Peoples, newcomers, single parents, mentally ill, sex-trade workers, drug addicts) in the training.

Board Recommendations:

13) WPS develop a Community Support Officer and Patrol Officer profile which considers the operational goals, required skills, recruitment, selection criteria and ongoing training needs for these two police functions.
14) WPS review present promotion criteria to develop means of encouraging and rewarding officers who excel in general community relations, to remain in the general patrol function

Police and Cultural Diversity

What the Board heard...

- Police need to reflect the demographic of the area better, and be better schooled in cross cultural issues.
- The responding police may be feared for a number of reasons. Previous bad experience locally can be one reason, but some fear of police is imported by newcomers from their country of origin.
- Children may reflect the attitudes and beliefs of their elders and run at the sight of police. More sensitivity training for police may be required relative to poverty, substance abuse, mental illness, elderly issues.
- Police need more sensitivity to the needs of marginalized groups such as, newcomers, sex trade workers and Aboriginal Peoples.
- Some feel the police target visible groups, or don't respond when the complainant is a person of colour.
- Some feel police stereotype and target people of colour, Aboriginals and youth.
- Feeling by some that racial profiling is a factor in police assessing the quality of the complaint, and how to respond.
- Cross cultural/sensitivity training was recommended, (Aboriginal culture, sex-trade workers)
- There are community groups willing to assist in training police in these areas.
- There is a strong suggestion that the relationship with Aboriginal Peoples in District 3 is particularly poor.
- Local police be trained in understanding Aboriginal people living in their community and make an effort to get to know them, and use them in developing better relationships.

Complaints were made about police insensitivity to people who were different, but the most persistent complaint was that officers target Aboriginal Peoples. The WPS general survey also found that this may be an issue with some officers. The community expects the police to always act professionally, be respectful of the rights of individuals and be accountable. Respecting and reflecting diversity is an important component of the police/public relationship.

All of our police officers need to be aware of the differences which exist among racially or culturally defined groups in the community, and embrace the Charter of Rights and Freedoms. Given the historically strained relationship between police and the Aboriginal community, positive dialogue on diversity should be an ongoing activity within the Winnipeg Police Service, particularly with newer employees.

Currently any police officer assigned full or part-time to the WPS Human Resources Division are mandated to attend the City's Bias-free Selection program, and any member of the Service can elect to take Aboriginal Perceptions and Sweat Lodge course WPS recruits receive 8.5 days of training related to Aboriginal awareness, bias free policing, diversity, ethics and hate crimes.[8]

Currently the WPS regularly consults a 12-member Aboriginal Advisory Committee. Diversity targets that were identified in the recommendations of the Aboriginal Justice Inquiry have reportedly been surpassed, and WPS continues to seek further increases in their complement of Aboriginal officers. There are many other ethnically defined groups in Winnipeg and our police service should be a welcoming employment option for members of all culturally or ethnically defined groups.

[8] See Recruit Diversity Training Table Appendix "E"

Board Recommendations:

15) WPS develop an integrated in-service training module on diversity, to be delivered to new employees within several years of graduation.
16) WPS consider developing diversity targets for recruitment which reflect the demographics of the City of Winnipeg, and report annually[9] on diversity within its peace officer contingent.

Neighbourhood Ideas for Increased Public Safety

Serious crime is a daily occurrence in some neighbourhoods. In response to the questions" how do you know crime is occurring in your neighborhood" one respondent replied "...this morning there was a body in my dumpster." Life, for some in central Winnipeg, was likened to living in a war zone.

Residents had some specific ideas about police tactics and resource deployment both by the police and the City of Winnipeg. We have chosen simply to pass on these comments as a group in the table below as most are not easily encompassed within a more general recommendation.

What the Board heard...about public safety tactics

- Environment matters. Elimination of graffiti, timely removal of garbage and abandoned items and better lighting in some back lanes would help reduce crime. and resident involvement in creating solutions would increase.
- The "broken window" philosophy was evident: by responding to smaller matters police would become more connected in the community. Criminal intelligence would improve and resident involvement in creating solutions would increase.
- When an obvious crime of violence takes place that an arrest is made, regardless of the victim's wishes.
- For spousal assaults, zero tolerance policies must be respected, and a full investigation conducted
- That uttering threats be acted on as a crime by police and appropriate action be taken when someone threatens the well being or safety of a citizen.
- Police treat break-ins to detached garages with the same seriousness as break-ins to attached garages.
- Police investigate smaller thefts in the inner city since poor people can't afford replacement and do not have tenants/house insurance.
- Midnight to 6am is reported as being the period of the most concern. Police should concentrate more resources or "flying squad" during those times.
- Some high fencing on laneways unintentionally serves to shields criminal activity. Patrolling laneways may be more effective than patrolling the streets.

[9] WPS does currently reference diversity within the Service in its annual report.

d. Effectiveness of the Police Service in reporting regularly to the public on crime trends and occurrences in all districts of the City;

Reporting a Crime

Policing is all about information and intelligence-gathering. Gaps in information and intelligence, like gaps in any other key resource, limit police capacity. Choices always have to be made and priorities set for law enforcement and crime prevention initiatives. Better information is prerequisite to better priority setting and so it is important to try to minimize any barriers which exist to information gathering.

One such barrier reported to the WPAB was a seeming reluctance on the part of some department staff to accept crime reports or information from third parties. The issue was resolved by WPS management in December, 2008 in the form of a department-wide policy statement on the value of third-party information. Keeping the incoming lines of communication with the public open is as important as reporting outcomes.

What the Board heard...

- The underlying factors in reporting from the public are distrust, fear and a reported lack of knowledge of each others' reality. Some feel that police may dismiss complaints unjustly, thinking the callers are motivated by "one dealer finking on another dealer".
- Several reported some difficulty in contacting 911 or complained about the response time. While capacity or operator issues may be a factor, it is possible that more public information would be helpful on how police deal with calls and when the 911 number should be called.
- Police contact information be clarified so public knows what number to call regarding what issue.

In the WPS General Survey some respondents reported that when they phoned the police they were told to go to a police service center, something many can not do. The survey also notes that internet crime reporting, while "a good idea" has not caught on with the public, and is also limited by an individual's access to a computer.

The WPS's "Community Support" approach and the service's efforts at building strong relationships in all sectors of the community are consistent with improving existing and creating new lines of communication with the public it serves. The recent implementation of the City's "311" system may also help reduce misuse & misdirected calls to 911.

A number of residents commented on not getting the expected response when they had occasion to contact police. It would seem to be in everyone's interest if "customers" have realistic expectations on how a call for service will be handled. Police are concerned that too much detail on call prioritization might have the unwanted effect of "coaching" callers on how to present non-urgent problems in terms that may inappropriately accelerate response at the expense of emergencies, and the WPAB agrees.

The advent of "telephone response" by WPS has served to significantly decrease the number of less-urgent calls remaining in their response cue. This number of calls in the cue can still spike on occasion, and the new approach has not yet been in effect a full year. The Board will undertake to review the situation in the call-for-service cue later in 2009.

Board Recommendations:

17) WPS systematically monitor for any remaining barriers to citizens communicating information and concerns to their police service, considering communication channels as well as any underlying community relations factors (fear or distrust of police, fatalism, apathy, ...) and make this a priority issue in its annual report.

Reporting to the General Public, on the Occurrence of Crime in Winnipeg

CrimeStat and daily media briefing are the two main vehicles used by WPS for reporting crime trends and occurrences to the citizens of Winnipeg[10]. As of January 2009[11] CrimeStat reports on five categories and ten crime types: those areas where Winnipeg has been most notorious locally or nationally – homicides and auto theft – as well as shootings, sexual assault, robbery and break and enter offences in each district. CrimeStat data is much more "real time" and "raw data" than official crime statistics. Its timelines allows the data to be used as a tactical tool for enforcement or crime prevention initiatives. The lower level of quality control on the information means it is not fully comparable to the more refined data which is subsequently submitted to Statistics Canada, and thus CrimeStat data cannot be used to compare crime in Winnipeg to that occurring in other locations. Further expansion of the crime types and other improvements to CrimeStat remain as a longer-term goal for WPS.

This said, with the exception of Sexual Assault data, the CrimeStat figures and Statistics Canada data are very close for the crime types reported. In Sexual Assault cases Crime Stat only reports on assaults committed by strangers as it is in those cases where the police may need to develop a tactical response for the safety of the general public.

What the Board heard...

- Include spousal assault (and other domestic violence) as separately reported categories of crime in Crime Stat
- Police don't adequately follow-up on reporting to victims of crime

In some U.S. jurisdictions there were instances reported where the willful misapplication of the crime classification codes - which feed CrimeStat-type systems - had resulted in a distorted public perception of crime. The motives most often cited were to make a community appear safer for marketing reasons, or to inflate overall police or individual effectiveness. While CrimeStat, used properly, can be very useful, there should be some routine quality assurance monitoring of crime coding practices in each police service.

In addition to its current capacity, some suggest that the CrimeStat system could be more relevant by including other crimes relevant to the community, such as spousal abuse. Highlighting these crimes, it is argued, may help to bring a problem under greater scrutiny and thus promote greater

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[10] Daily media briefings are sent to media electronically, and are also published on the WPS web site.

[11] On January 9, 2009 WPS upgraded CrimeStat, adding Shootings as a crime category and making it more interactive for custom reporting. See http://www.winnipeg.ca/police/press/2009/01jan/2009_01_09.stm .

attention from the various orders of government and prompt social service agencies to give greater priority to the underlying risk factors for crime.

Board Recommendations:

18) WPS continue to refine the CrimeStat reporting system to broaden the availability of accurate, verifiable, comparative and relevant crime data to the public.[12]
19) WPS monitor the development and application of Crime Stat to prevent its use by special interests for other than legitimate police resource deployment purposes.

Reporting to Victims of Crime on outcomes

The WPS General Sur vey identified a low level of feedback to victims of crime on the outcome of their individual cases, a situation acknowledged by the police service. Reporting back to complainants completes the circle from the victim's perspective and provides an opportunity for a positive interaction between police and the individual resident – regardless of the outcome of the case.

Board Recommendations:

20) WPS create a policy statement, service standard and verifiable performance measures concerning post-investigation follow-up with victims of crime.

e.) Response by the Chief of Police to findings under The Law Enforcement Review Act related to accusations of police misconduct;

In 2007 LERA recommended the expanded use of video recordings on police premises and in vehicles. The basis of the recommendation was the number of complaints being received on abusive or rude behavior by police toward persons in custody. The hoped-for result was that audio/visual recording would be strong evidence in cases of alleged police misconduct, to prove or disprove the complaint.

The WPS currently have audio/visual recording equipment in interview rooms for evidentiary purposes. There is, however, no routine audio/visual recording of detainees as they pass through the secure areas of WPS facilities.

The new East District Station opened on October 3, 2008. This station was constructed and is currently equipped with video monitoring equipment. The WPS continues to research recording technology which will allow for efficient image capturing and prisoner tracking disclosure processes for court purposes.

For now there is no resolution on this LERA recommendation. The Board will continue to follow-up with WPS on this LERA recommendation in 2009.

[12] Ibid.

f.) Such other similar or related issues as they are directed to report on by the Standing Policy committee on Protection and Community Services.

No issues were referred to the Board by SPCPCS in 2008.

4. WPAB - Looking to the Future

Manitoba Police Act Revision

At this time the Province of Manitoba has accelerated its revision of the Manitoba Police Act, partly to strengthen police governance and partly to improve the conduct of internal investigations. The current Manitoba legislation allows municipalities to create police commissions but does not require it. The revised legislation is expected to create some form of mandatory police commission or boards at the municipal and/or provincial level. The revised act may impact the mandate of the WPAB, or even its continued existence. Unless and until a new order is established, the WPAB will continue its work to inquire and make recommendations for improving public safety in Winnipeg.

The WPAB Mandate

Our mandate is similar to a request for an accounting firm to undertake an analysis of a business using items that can be easily measured. In reality, police performance is not easily measured, and many of the issues that the Board heard about in the consultation sessions do not fall neatly within the specific working of the enabling by-law. Does the WPAB mandate permit us to examine why people might be afraid to deal with the police? Can we comment on many of the underlying problems that affect police services such as poverty, addiction, mental illness and exclusion? Can we comment on successful programs launched by the community, or on other programs that were thought to be successful but were ended? As a citizen based board we have interpreted our mandate broadly in this first year and have touched on such issues in this report. Our recommendations, however, focus on police as our mandate requires.

The Board will be subjected to a review by City auditors in mid 2009 and we will raise mandate, training and resource issues at that time.

2009 Work Plan

For 2009 public consultations will be conducted in additional city Districts, and the Board will also meet with some key community groups. Board members will hear more from the Winnipeg Police Service on the resources and methods used by WPS to enhance crime prevention and thus neighbourhood safety. Also in the coming year the Board will conclude its base-line inquiry into the WPS business plan and target achievement, and will become better informed on WPS' overall crime prevention strategy, on the status of the call-for-service cue and the issue of spousal assaults.

5. Conclusion

Even in the face of some daunting challenges and the occasional set-back we have identified for many a sense of optimism and renewal for policing in Winnipeg. The new Chief of Police has taken visible steps to reach out to the community and to create an operational structure centered on a theme of "Community Support". The desire in the community to see their police service achieve excellence presents a great opportunity for the police service and the City of Winnipeg to move forward. The

shared vision of many Winnipeggers for improving individual and public safety through coordinated effort should not be squandered.

To capitalize on this vision of improved public safety and a "connected" police service will require the moral and financial support of the City administration for continued innovation within the police service. Innovation cannot always be a zero-sum game where a new initiative is created at the expense of some existing service. Increasing civilian support staff to industry standards would be one example of where new investment would create much needed capacity for innovation in service delivery on the operational side. In addition, innovation must neither overlook nor undermine the critical importance of the general **C**(onstable) **O**(n) **P**(atrol).

6. Acknowledgements

We as a board would like to thank the community organizations which helped in coordinating our public consultations, in particular the Spence Neighbourhood Association and the North End Community Renewal Corporation. In addition, the candid cooperation of the Winnipeg Police Service and the Winnipeg Police Association underlines the desire of the department to provide a superior police service to the citizens of Winnipeg and to be accountable. Also the Board would like to acknowledge assistance received from the CAO's staff on matters relating to city administration, planning and the services of the City Clerk's office. And finally, but not least, our most sincere thanks to the individual residents of Districts 1 and 3 who expressed their concerns, ideas and advice to the WPAB in our public forums.

7. Contact Us

Your comments on any portion of this report are welcome, or on any matter you feel would have interest to the Winnipeg Police Advisory Board. You can contact us by e-mail (www.winnipeg.ca/wpab) or by mail at: Winnipeg Police Advisory Board, 3rd Floor, Administration Building, 510 Main Street, Winnipeg, Manitoba, R3B 1B9, or by telephone at 1-204-986-4955.

Board Members

Gerald Forrest, Chairman	Sam Anderson
Sel Burows	Nahanni Fontaine
Robert Gabor	Larry Gregan
David Keam	Melanie Lautt
Aidan O'Brien	Charles Rubin
Gord Steeves	

Appendix "A"

Winnipeg Police Advisory Board 2008
Summary of Recommendations

a) Annual Police Service business plans and their performance targets related to crime prevention and enhancement of neighbourhood safety;

Ongoing examination, no recommendations at this point

b) Effectiveness of the Police Service in deployment of resources and tactics in crime prevention and neighbourhood safety efforts, both as a measure of achievement of annual business plan targets and as a value for money function of budget allocations made by the City Council;

Community awareness of the role of police:

1) WPS give priority to developing relationships/partnerships and contacts with appropriate social services agencies and professionals to improve 24/7 on-the-street response and longer-term intervention for citizens at risk, relative to crime prevention and neighbourhood safety.

The community wants crime prevention activities from and with the police.

2) WPS involve an outside agency or agencies to undertake an independent study of all of their present crime prevention activities, assessing objectives, effectiveness and cost, and identifying verifiable performance measures suitable to periodically assess program effectiveness.

Crime Prevention and Children

3) WPS give particular priority to working with other agencies and neighborhoods to support innovative programs and strategies which address the needs of at-risk children and youth and their caregivers.

Reported Crime vs. Victimization Rates

4) WPS explore with other City stakeholders and independent experts the potential usefulness and availability of criminal victimization data when developing crime prevention strategies. In addition, the WPS continue to improve the structure and expand the categories of crime in Crime Stat to best reflect the real crime rate.

Alternative Police Response Options – Public Order

5) WPS continue to use discretion and embrace restorative justice principles when responding to minor public order issues where deemed appropriate.

Efficient use of Resources – Civilian Support Staff

6) WPS develop a broader civilian role in the Winnipeg Police Service, with a goal of increasing the availability of sworn personnel to the highest value activities considering their experience, training and interest.

7) WPS pursue all methods to reduce paperwork required in crime-fighting, as well as community safety and crime prevention activities, including the use of streamlining technology.

c.) Effectiveness of the Police Service in their efforts to liaise with community groups;

8) WPS describe their "Community Support" based delivery service vision and reflect the desired police/public relationship.
9) WPS consult and deal directly with local neighborhoods and community groups, in a consistent manner.
10) WPS develop a training module for police leaders which articulates the service's vision for community support and includes components on best practices in crime prevention and community relations.
11) WPS review their transfer policy with a view to ensuring the flexibility and discretion necessary to allow officers to remain in a community when their presence is part of effective crime prevention and safety initiatives.

Specific neighbourhood issues around Police Effectiveness
Police Response

12) WPS develop a methodology that will provide consistent
    a. police follow-up for victims of crime; and
    b. provision of general community information about crime; and
    c. undertake, whenever possible, public education about what can be expected by way of a police response.

The Winnipeg police officers and their physical presence

13) WPS develop a Community Support Officer and Patrol Officer profile which considers the operational goals, required skills, recruitment, selection criteria and ongoing training needs for these two police functions.
14) WPS review present promotion criteria to develop means of encouraging and rewarding officers who excel in general community relations, to remain in the general patrol function

Police and Cultural Diversity

15) WPS develop an integrated in-service training module on diversity, to be delivered to new employees within several years of graduation.
16) WPS consider developing diversity targets for recruitment which reflect the demographics of the City of Winnipeg, and report annually[13] on diversity within its peace officer contingent.

[13] WPS does currently reference diversity within the Service in its annual report.

d. Effectiveness of the Police Service in reporting regularly to the public on crime trends and occurrences in all districts of the City;

Reporting a Crime

17) WPS systematically monitor for any remaining barriers to citizens communicating information and concerns to their police service, considering communication channels as well as any underlying community relations factors (fear or distrust of police, fatalism, apathy, ...) and make this a priority issue in its annual report.

Reporting to the General Public, on the Occurrence of Crime in Winnipeg

18) WPS continue to refine the CrimeStat reporting system to broaden the availability of accurate, verifiable, comparative and relevant crime data to the public.[14]
19) WPS monitor the development and application of Crime Stat to prevent its use by special interests for other than legitimate police resource deployment purposes.

Reporting to Victims of Crime on outcomes

20) WPS create a policy statement, service standard and verifiable performance measures concerning post-investigation follow-up with victims of crime.

e.) Response by the Chief of Police to findings under The Law Enforcement Review Act related to accusations of police misconduct;

No recommendation made for this period

f.) Such other similar or related issues as they are directed to report on by the Standing Policy committee on Protection and Community Services.

No issues were referred to the Board by SPCPCS in 2008.

[14] Ibid.

Appendix "B"

WPAB Mandate

The mandate of the WPAB is outlined in City of Winnipeg By-Law 180/2007 as follows:
Section 3(2): The Board shall advise council through the Standing Policy Committee on Protection and Community services on:

1. annual Police Service business plans and their performance targets related to crime prevention and enhancement of neighbourhood safety;
2. effectiveness of the Police Service in deployment of resources and tactics in crime prevention and neighbourhood safety efforts, both as a measure of achievement of annual business plan targets and as a value for money function of budget allocations made by the City Council;
3. effectiveness of the Police Service in their efforts to liaise with community groups;
4. effectiveness of the Police Service in reporting regularly to the public on crime trends and occurrences in all districts of the City;
5. response by the Chief of Police to findings under The Law Enforcement Review Act related to accusations of police misconduct;
6. such other similar or relate issues as they are directed to report on by the Standing Policy committee on Protection and Community Services.

Section 3(3): For greater certainty the Board shall not consider or advise on:

1. The Law Enforcement Review Act and citizen complaints during the investigative and hearing process;
2. ongoing criminal investigations or public inquiries;
3. Winnipeg Police Service personnel matters
4. Winnipeg Police Service budget development

In meeting its mandate the Board will receive information from the public, examine processes, and consider best practices in other jurisdictions. The complete By-Law 180-2007 can be viewed at http://winnipeg.ca/CLKDMIS/DocExt/ViewDoc.asp?DocumentTypeid=1&Docid=3703

Appendix "C"

Board Members

Gerald Forrest, Chairman, WPAB
- President of Forkast Consulting
- Past chair of the Manitoba Public Utilities Board
- Former Deputy Minister of Municipal and Urban Affairs (Province of Manitoba)
- Past Vice President for South Winnipeg Citizens for Crime Awareness

Sam Anderson
- Executive Vice President, Tribal Councils Investment Group of Manitoba Ltd. (TCIG)
- Former sergeant with the Royal Canadian Mounted Police

Sel Burrows
- Chair of the Point Douglas Residents Committee
- President of the Nicaraguan Children's Fund
- Former Vice President of the Thompson Boys & Girls Club

Nahanni Fontaine
- Southern Chiefs' Organization, Director of Justice
- Member of the RCMP "D" Division's Aboriginal Advisory Committee
- Former member of the Winnipeg Police Service's Aboriginal Advisory Committee
- Member of the Canadian Race Relations Foundation
- Council member Mother of Red Nation's Women's Council of Manitoba
- Co-Chair Onashowewin Inc.

Robert Gabor
- Partner with the law firm Aikins MacAulay & Thorvaldson LLP
- Chair of the Trans-Plan 2010 Steering Committee (1994-1998)
- Commissioner on the Royal Commission on Electoral Reform and Party Financing (1990-1992)

Larry Gregan
- Senior Pastor with New Life Ministries
- Former Chair of Pregnancy & Family Support Services
- Member of National Council of Welfare
- Former chair of the Spence Neighbourhood Council

David Keam
- Founder and majority owner of Best Sleep Centre Inc.
- Chief Operating Officer of Mattress Genie Inc.

Melanie Lautt
- Counsel to the Law Firm of Tapper Cuddy LLP (and former Partner, retired)
- Former community member of the National Parole Board
- Founder, Elizabeth Fry Society of Saskatchewan (Saskatoon)

Aidan O'Brien
- Past president & CEO of Manitoba Blue Cross
- Chairman of the St. Boniface Hospital Research Foundation
- Director of Manitoba Theatre Centre

Charles Rubin
- Former judge with the Provincial Court of Manitoba
- Past chair of the Addictions Foundation of Manitoba

Gord Steeves
- Chairperson, Standing Policy Committee on Protection and Community Services

Appendix "D"

Winnipeg Police Service Delivery Model
Some Current Activities

1. Crime Levels

- CrimeStat
- Daily media briefings by WPS, briefings also available on WPS web site
- Telephone Response Officers (2008)
- Victim Services
- Winnipeg Safe City Initiative (priorities: violence, suicide, traffic injuries and falls)
- Statistics Canada Crime Severity Index (new 2009)

2. Crime Prevention

- Community Relations Unit (Crime Prevention, Victim Services, Aboriginal Liaison, Diversity Relations, School Program
- WPS Auto Theft initiatives have gained national recognition
- Participation in Crime Stoppers tips
- Creation of Community Support Division

3. Community/Police Relationships

- Chief of Police public statements on relationship building with the community
- Diversity recruitment policy and outreach – Aboriginal Peoples, newcomers communities
- Recruit training contains some communication skills and sensitivity training
- Existing recruit or in-service training on diversity
- Community Advisory Committees where established
- WPS Aboriginal Advisory Committee
- Community Support Unit s initiative
- Safety and Crime Awareness Seminars
- Crime Stats
- Aboriginal Pathways
- Street Crime Unit
- Transfer policy
- Community Cadet Corps
- School resource officers
- WPS participation in Eagle Urban Transition Centre
- WRHA Mobile Crisis Unit

4. Police Response - General

- New 311 telephone system (City of Winnipeg initiative)
- Community Support Units (2008)
- Community Support Unit initiative
- Street Crimes Unit , legacy of the "Clean Sweep" pilot project
- Direct Voice Entry Unit
- Safety and Crime Awareness seminars

5. Police Response – Crimes against persons

- WPS Public Affairs Unit
- WPS Annual Report (awaiting 2007)
- WPS participation in the Winnipeg Safe City Initiative (priorities: violence, suicide, traffic injuries and falls)
- Domestic Violence Intervention Coordinator
- Integrated Child Exploitation Unit
- Crimes against children initiative, Province of Manitoba

6. Police Response - Crimes against property

- Community Relations/Crime Prevention Unit - Crime Prevention handbook
- Community Support Units
- Street Crimes
- Operation identification
- Neighbourhood Watch
- Crime awareness and safety seminars
- Arson Task Force (integrated unit)
- Community Committees where established
- Foot patrols

7. Police Response - Public Order

- Uniform patrols
- Project Breakaway – integrated response to repeat system-users – health, police, social services, etc.

8. Police Effectiveness

- Public statements by the Chief of Police on coordinated approach to problem solving
- Current integrated units (Street crimes, Breakaway, Auto Theft, ICE, Organized crime task force)
- Community Support Units
- Street Crimes
- Foot patrols
- Accreditation process
- Neighbourhood Watch
- Citizens on Patrol
- 311 Response
- CCTV Pilot Project

Appendix "E"

Diversity Training - WPS Recruits

Course	Duration (Days)
Bias-free Policing : Human rights laws and WPS bias-free policing policy as well as members' own "perceptual screens"	0.5
Aboriginal Awareness: Extensive examination of historical and current issues; includes session on Sweat Lodge	5.0
Community Diversity: Various ethno-cultural communities in Winnipeg	1.5
Ethics: complementing the learnings in Bias-Free Policing,	1.0
Hate Crimes	0.5
Total	**8.5**

Winnipeg Police Advisory Board

For the Period Ended December 31, 2008

Report Run Date: February 13, 2009

Account Description	Account Code	Actual	Adopted Budget	Amended Budget	Variance	Percent Variance
Total Salaries & Benefits		160.87	0.00	0.00	-160.87	
Total Prof & NonProf Contracts		71,164.35	111,200.00	111,200.00	40,035.65	64.00
Total Other Contracts		1,236.65	10,500.00	10,500.00	9,263.35	11.78
Total Rentals & Leasing		243.81	500.00	500.00	256.19	48.76
Total Sundry Services		4,703.02	7,300.00	7,300.00	2,596.98	64.42
Total Services		77,347.83	129,500.00	129,500.00	52,152.17	59.73
Total Office Supplies		28.19	500.00	500.00	471.81	5.64
Total Materials Parts Supplies		28.19	500.00	500.00	471.81	5.64
Total Other Expenditures		0.00	0.00	0.00	0.00	
Total GrantsTransfers & Other		0.00	0.00	0.00	0.00	
Total Expenditures		77,536.89	130,000.00	130,000.00	52,463.11	59.64
Revenue & Expenditures		77,536.89	130,000.00	130,000.00	52,463.11	59.64
Total		77,536.89	130,000.00	130,000.00	52,463.11	59.64