Minutes – Executive Policy Committee – February 17, 2010

Minute No. 175
Report – Standing Policy Committee on Protection and Community Services – February 8, 2010

Item No. 2 Winnipeg Police Advisory Board –
2009 Consultations Report and Recommendations
eFile GF-2.2

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and submits the following to Council:

1. That the Winnipeg Police Advisory Board – 2009 Consultations Report and Recommendations be received as information.

2. 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 – February 8, 2010

DECISION MAKING HISTORY:

Moved by Councillor Pagtakhan,

That the recommendation of the Standing Policy Committee on Protection and Community Services be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On February 8, 2010, the Standing Policy Committee on Protection and Community Services recommended that the Winnipeg Police Advisory Board – 2009 Consultations Report be received as information, and submitted the matter to the Executive Policy Committee and Council.

WINNIPEG POLICE ADVISORY BOARD RECOMMENDATION:

On December 18, 2009, the Winnipeg Police Advisory Board submitted its 2009 Consultations Report and Recommendations.

Winnipeg Police Advisory Board 2009

Consultations, Report and Recommendations

Citizen based recommendations for improving crime prevention and neighbourhood safety in Winnipeg

Prologue

As the WPAB gathered to write this our second and last annual report, local headlines told a grave story. Two teens, asked to leave a house party, returned that same night with two other teens and a shotgun. Their bruised egos sought vengeance that was swift, deadly, and utterly incomprehensible to the public: the death of two other teens, destruction in the lives of all those left behind including the offenders themselves, their families, friends and acquaintances, and last but not least, devastation in the wider community. Our official mandate is to give advice to the WPS on crime prevention and public safety. However, not even a professional and community-based police service such as the WPS could have done anything on its own to have prevented this disaster. This type of crime does not arise from inadequate policing.

Violent Crime is not declining in our City. Every day in Winnipeg brings new reports of violent assaults, knife attacks, and drive-by shootings, often involving our youngest citizens. The "wars" go on, waged predominantly in small inner-city zones, threatening not all residents of the city, but only those who live their daily lives in the affected areas. The Winnipeg Police Service, on their own, cannot resource these local neighborhoods characterized by poverty, dysfunctional families, addiction, mental health issues, cultural dislocation, domestic violence, and inadequate educational and recreational opportunities. In our two years we have learned that "crime prevention and public safety" are not primarily the obligation of our police. If these are to become anything other than hollow words and clichés, they must be actively accepted as the obligations of all orders of government and every person.

Little will change until individual members of the public recognize the generally devastating effect on our city, of what happens in these "war zones", or experiences it personally, as it spills over into their own neighbourhoods. Unfortunately, we may be forced to learn the hard way. Neighbourhoods that once felt immune are now showing up more frequently in newspaper headlines.

While governments and individuals rightfully demand accountability from the WPS, the WPAB is demanding accountability from governments and individuals. Through our public consultations we have consistently heard the frustrations of local neighborhood groups and associations with the ineffectiveness of so many government and non-government based programs which come and are run "from the top, down and not from the bottom, up".

We have seen first-hand two situations in which meaningful and ongoing communication and consultation can make a difference to "crime prevention and public safety. The first was the Point Douglas experience, which has become familiar to Winnipeg residents, and so needs no further description. Hopefully this type of grass-roots approach can be duplicated by other Winnipeg neighbourhoods, without the energy generated being hijacked by bureaucracy.

The second situation involved people who we lump together under the name "Newcomers". The Board heard presentations from representatives of recent immigrants from several African countries, about their experience with the police, and their specific ideas for better crime prevention and public safety through working with the WPS. "Newcomer" issues were highlighted by community members taking recourse through the WPAB. Within a remarkably short period of time after receiving our report the Chief of Police appointed a four-person team to revitalize police communication and interaction with this sector of the community. This community-specific initiative is working.

The WPS, over the last two years, has taken major steps in its role in crime prevention and protecting public safety by

a) improving its relationship with communities, neighborhoods, and individuals
b) instituting community support policing
c) trying innovate approaches (such as seizing "John's" cars, using provincial statutes and city by-laws to shut down crack houses, and charging people harboring runaways)

Under the current Chief of Police our police officers are listening and working more effectively with the people most affected, and who in most cases know what needs to be done: i.e., those living in the neighborhoods that most of us prefer to ignore. The WPS has committed resources which allow it not to lead, but to participate fully in initiatives arising from the community. Much still needs to be done, but we commend the WPS in their efforts to ensure that their crime prevention and public safety strategies are relevant and effective.

Ironically the new Police Act makes public consultation mandatory for the Provincial Police Commission, but not for Municipal Police Boards. We as a Board believe that our most useful tool has been public consultation, and that it should continue through the new Police Board. The theme of public consultation underlies the specifics of the Report and Recommendations which follow.

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1. Introduction

This is the final report of the Winnipeg Police Advisory Board (September 2007 – December 2009). As Winnipeg will soon have a Police Board mandated by the new Manitoba Police Services Act, we felt it would be useful to include in this report, not only our recommendations for the Winnipeg Police Service, but also some for the new Board.

2. Summary of Board Activities

Public Consultation

- June 2009-Public meeting with residents of the former District 4, which includes Elmwood, North Kildonan, East Kildonan and Transcona
- September2009-meeting with a group of Newcomers with origins in several central Africa nations, who related stories of their experience with the police in Winnipeg.
- October 2009- meeting with the Aboriginal Council of Winnipeg and Mothers of Red Nations to hear their perspectives on relations between First Nations and police

Police Presentations to the Board

- June and September update presentations by Chief McCaskill
- enhancements to the CrimeStat crime reporting and analysis tool
- activities and goals of the WPS crime prevention unit
- WPS Use of Force policy
- WPS plans for improving police-newcomer relationships

Other Consultations and Discussions

- the Manitoba Police Services Act
- third party criminal complaints
- trans-gendered search policy
- method and level of police reporting to public on crime occurrence
- use of force issues

Board Participation in other Activities

- Executive Director and member involvement in the City of Winnipeg "Crime Prevention Through Social Development" initiative
- representation at the Canadian Association of Police Boards' annual conference

3. General Observations

There is no better description of our primary observation than the cliché, "Finger on the Pulse". As a citizen-based advisory board we have gained our greatest insights from hearing first hand from Winnipeg residents and community groups. No surveys, statistical analysis, blogs or tweeting can fully replace this face-to-face exchange. The new Provincial legislation is not prescriptive on the need for public consultation at the municipal level, and we feel it is critical

that the City of Winnipeg make public consultation a priority item when creating the enabling by-law for the new Winnipeg Police Board.

Board Recommendations:

1) *That, when establishing the new Winnipeg Police Board, the City of Winnipeg include in the enabling by-law a provision that the Winnipeg Police Board has a responsibility to actively consult with the residents and neighbourhoods that constitute the City of Winnipeg, and report their findings annually to Council.*

Our second observation is that it is important for the police to continuously engage in effective public education. They need to tell Winnipeg citizens who they really are, what they really do, and really why they do it. They must continuously and creatively think outside the box to find ways to effectively engage the public in this ongoing process.

As an example, during this past year the Board received a presentation on Use of Force which provided great insight on why and how police react to potentially violent situation. This information provides valuable context that would be helpful to anyone trying to evaluate a reported incident, particularly when only one side of the story has been made public.

Board Recommendations:

2) *That the WPS actively review their public education activities, with the goal of including more experiential and collaborative programs with community target groups.*

Our third observation is a more specific insight from the second. Citizens with non-police backgrounds need time and education to better understand the dynamics of policing. It also takes time and education for those with a police background to better understand a non-police perspective. In spite of this, we believe that our advice, given sincerely but sometimes bluntly, was given serious consideration by the WPS.

Board Recommendations:

3) *That the members of the new Police Board receive intensive and ongoing education on police practice and policy. That the WPS increase their sensitivity to the larger community needs and non-police perspectives*

Our fourth observation is that the Chief of Police has and continues to play a pivotal role in moving the WPS culture towards a more community-based and compassionate force, while continuing to promote professionalism, accountability and collaborative communication.

The Winnipeg Police Service, as with any large organization, is not perfect, and the Board has been told of some alleged serious breaches of professional conduct stemming from a lack of respect by some officers for identifiable community groups. As well, say some community members, police officers are not being held accountable for alleged misconduct.

Board Recommendations:

4) *That the WPS work more closely with community groups and government bodies or agencies to design better mechanisms of individual member accountability for unprofessional conduct, including informal resolution processes.*

Within the confines of their authority and resources, the Board concludes that the WPS are "pulling their weight" to effect crime prevention and community safety in a tangible manner.

4. Report on Mandated Responsibilities

As a group we have felt that our most positive and useful contribution has been through our role in public consultation. As such the findings and recommendations from our face-to-face meetings are presented first in order to reflect the priority the Board wants to give to the voices of the people of Winnipeg.

The mandate of the WPAB is outlined in City of Winnipeg By-Law 180/2007; Section 3(2) in six requirements (a-f). While all aspects of the WPAB mandate are addressed below, we start with the public consultations, sub-section (c). We also include, where applicable, the WPS response to our consultation reports that were shared with them over the year.

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

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

In our continuing belief that direct public consultation is an important tool in police governance, the Board met with community and interest groups to help us to gauge the quality and strength of the relationship between our police and our community

The daily demeanor of individual front-line officers is what has the greatest influence on the public's perception of our police service. Building effective community-police relationships requires consistent and persistent statements from senior management on the importance of professional conduct. It also requires a mechanism to 'distribute' police management policy in this area throughout the force, and to share the police accountability mechanism with affected individuals, and the public in general.

"District 4" Public Consultation

In June, 2009, the WPAB held a focused question-and-answer format public meeting at the Chalmers Community Centre with 50 residents of the Elmwood, North Kildonan, East Kildonan and Transcona areas attending. The previous District 4 boundaries were utilized for this meeting as the current East District was seen to be too large and diverse for one public meeting.

Crime

Citizens wanted most of all to "feel safe in our community". Participants cited bullying of children and visible drug trafficking as concerns, as well as the prevalence of graffiti and "tagging". Residents recognized the different implications of gang "tagging" and other tagging or graffiti. Some saw graffiti as intimidating, and a sign of threat, especially when it was concentrated in a particular part of the neighborhood.

What the Board heard...

- A significant portion of attendees have had reason to phone the police for service.
- Crime was perceived by some as getting worse
- Many crimes in the area are by kids
- Kids are also victims - bullying happens more and more
- Drug dealers, Breaking and entering, Assault, Smashing car windows,
- Graffiti an ongoing problem – new fences covered - when there is a lot of graffiti it is intimidating.
- Tagging is not gang related in the Tanscona bar area.
- There are some gang tags in park
- Property - Graffiti Winford and Heldare in Transcona

Other residents expressed a fear of being out at night and concern over the level of rowdy behavior that exists around bars and in parks in the early morning hours.

What the Board heard...

- Disturbance - drinking parties, unsafe 2-6am, audible cars, screaming, beatings
- King Edward Park – 15-20 youth and 20+ after hours parties drinking
- Noise - Bars in Transcona – noise complaints from residents
- Noise - House parties – Elmwood south of Gateway
- Pretty sophisticated/smart criminals
- Property - Petty crime – car theft down, break-ins of cars and garages and graffiti up
- Theft - Broke garage door –two air compressors stolen.
- Can't park car in front, only in garage
- Vehicle broken in to 5 times – police told them to leave door unlocked Police said not coming out for car break-in - had to have a vehicle stolen

Residents felt that some criminals may be acting strategically in the crimes they commit, choosing activities which are of lesser priority to police, and more specifically, that thefts from garages and vehicles attract less attention from police than thefts from houses or thefts of automobiles.

Board Recommendations:

5) *That WPS find ways to include crimes important to neighborhood safety concerns, in their ongoing analysis, even if these crimes appear to be of lower priority in the police response hierarchy.*

Crime Awareness

"District 4" residents were aware of the CrimeStat web site and recognized that it only reflected reported crime.

What the Board heard...

- Most have heard of CrimeStat and a number have accessed the data.
- Safety Committee has used Crime Stat
- CrimeStat is good for assessing the perception of crime vs. common wisdom – i.e. crime is actually down -
- Would like more interactive on searching/analyzing data
- Graffiti is not on Crime Stat
- Blend of block watch and crime stat would be good
- Info doesn't help... need more action

Overall the participants saw CrimeStat as a useful touch-point for the community on the actual level of reported crime versus the "common wisdom" that things are getting worse. There was interest in even greater interactivity capacity for CrimeStat, and for including additional offences of specific concern to the community, such as graffiti.

Reporting Crime

Some believed that property crime was more likely to be reported if there was existing insurance coverage. Long response times or no response to complaints, particularly in cases where physical evidence was present, was seen as a disincentive to reporting a subsequent incident. Residents recognized that there are gaps in their understanding of police priorities.

What the Board heard...

- People often don't report incidents if there is no insurance coverage i.e. Bicycle - no, car vandalism -yes or no, car theft - yes
- Don't get any info back when crimes are reported thus lots of small crimes are not reported
- 911
  - Information is important, not who supplied it
  - Shouldn't be asking for name and phone number when making a complaint – should be voluntary – don't want police there unnecessarily so you aren't "marked"
  - There are reasons why names are asked – i.e. 40-60% of 911 calls are pranks
  - No response to noise complaint –scary to call 911 at times
  - Sometimes diverted to non-emergency line when I think its an emergency

On the topic of the requirement that 911 callers provide their name and other details, some people felt that the ability to make anonymous complaints would help by reducing the fear of retaliation later on, but others recognized that the police need to be able to re-contact the caller for a number of reasons, and to deter prank calls.

Board Recommendations:

6) *That WPS be more consistent and effective in reporting both positive and negative outcomes to the persons and victims who report crimes.*

Police Response

Participants cited an equal number of instances of what they considered both good and bad response times. Serious incidents, it was felt, had good police response. Incidents at schools were singled out as receiving excellent police response. There were several very positive comments on how police handled a situation when they did attend: "great", "not become bitter", "amazing", "do what is necessary".

What the board heard...

- Effectiveness - Impressed with Chief of Police's response; More officers on street, Reduced paperwork
- Police response is good
- When they show up they are amazing – do what is necessary
- Have much respect for police and what they put up with and still not become bitter
- Very good response time to school.
- Police attended within 2 minutes for intrusion at school
- Police do call back on non-emergency calls
  - Son beat up – police came next morning
  - Assault of kid – stole bike – police came
- Traffic infraction not quick, other stuff good response
- When call, response is too slow so why bother calling
- Long response for non-emergency – hours, days or not at all for minor items even when evidence is present
- Non-emergency calls – no response for suspicious van
- Police said I would like to help but I have one guy (to respond)
- Sometimes officers just throw up their hands as they don't have resources
- Police should use retired police for community contact
- Don't often catch bad guys
- Gang dealing coke – kids arrested
- Police can't be totally responsible. Not a lot of service agency support in the area. Large gap in services

Residents felt that lack of resources was a real factor in the level of police response. They suggested hiring retired officers in a community support role and assigning more resources to police for the school resource officer program.

Community Presence

Changes made by the Chief of Police in the past year were seen as promoting greater officer presence in the community. However, residents expressed a need for a greater police presence that did not just include physical visibility. They want police who are an active part of their community, in the widest sense of the term. They want police who become known to the community as individual. They want police in their schools, on the streets (especially after dark), and involved in non-police specific community activities. Elmwood residents in particular worry that they are not perceived by police as "inner city" and thus do not get the amount of police presence needed to proactively address public order issues in the off hours.

What the board heard...

- Perception exists of no police presence after dark
- Needs to be more presence in the evening
- Always saw cruiser in early A.M. when jogging – felt safe
- See police in marked units in the morning
- Doing a good job in the morning (daylight)
- See unmarked police cars in the afternoon
- I saw two bike patrols today
- Marked cars are best for deterrence and public confidence
- Need proactive patrols (i.e. police looking for things that do not fit)
- Police stopped suspicious car
- Just knowing they are around is comforting -10PM-1AM
- More presence needed in neighbourhood
- Don't see police at school often enough – Elmwood
- Community police model in past – schools don't get the service they use to
- Remember when there were cops on the street? Changes in policing may be unavoidable but people lament
- Mega stations in industrial parks don't make community policing. Makes fiscal sense, but not best operational effect. Need community presence, office.
- Mobile police offices might work
- Transcona has great community resource officer – very accessible and really has made and impact, particularly with youth, seniors and in schools

Participants noted that "mega-stations in industrial parks do not make community policing." While centralization might make fiscal sense, a community presence and office, even if mobile, is required. More proactive patrols are seen as a requirement.

One current community officer in particular was singled out for making a difference with seniors and youth. In the end, the community felt that it was individual officers who made the difference.

Crime Prevention

Preventing crime was clearly more desirable for residents than crime detection. Some felt crime prevention programs were not as available or effective as they should be, sometimes depending on one key person to keep the program alive. Concern was expressed that schools cannot always access crime prevention programs/material.

What the board heard...

- Crime prevention is not so good,
- Schools – can't access crime prevention
- Effort is on crime solving focus instead of crime prevention
- Increased police not the answer, prevention is the answer
- Police nice but no follow-up, no prevention – all reactionary
- Neighbourhood Watch – not many attending
- Neighbourhood Watch – some blocks. Program needs a lot of work - if a key person drops out it stops.

Relationships within the Community

Participants generally did not see that police treated one racial or ethnically defined group different from another. Some felt that behavior of youth was at times subject to unfair generalization by police, but they also recognized that youth are often involved in crime. Neighborhood labeling by police was a concern. One woman explained, "…when I moved five blocks (from a house) to an apartment, now I am treated like "them"".

What the board heard...

- Bias –
  - Differences, may not be intentional
  - Kids are seen perhaps unfairly at times as the problem
- Stereotyping –
  - Police treat people differently depending on where they live. I moved 5 blocks to an apartment and now am treated like "them" When I was viewed differently in a single dwelling area.

Communication: People felt that the police do want to hear from the community. Residents want to know their police officers as individuals and have "on the street" interaction. Safety committees are in place in some neighbourhoods and should be a key point of contact for the local police constable as well as higher police management. Residents' creating a greater level of dialogue with each other is also important for the safety of families and the community.

What the board heard...

- Don't see police or feel as informed as years ago
- It would be interesting for the community to know more data about the police i.e Now vs. 10 years ago, i.e. How transient are police within the community
- Less contact among residents within the urban the community than in rural areas – more contact among residents would be helpful – i.e. block parties – if parents talk to other parents it has a beneficial effect
- People don't sit on their front yards any more
- Ongoing communications is key -Police have to visit our community
- Ongoing dialogue – an area Safety group is established
- Unanimous that they want to know police officers. Get police out of cars and talking to people
- Recognize that police do want to hear from the community and want to make a difference – don't give up!
- Stronger relationships with police is desired
- Large number of African families need to establish police contact
- Not much gang influence in African community yet
- Most communication is with front-line, not management. This is good but communities also need to be able to dialogue with higher levels within the police

Newcomers: Newcomers arrive with intact families and no local gang connections. Police and the African community need to be well connected to reduce the attractiveness of gang affiliation for new arrivals. This was seen as a dynamic issue as the rate of immigration increases.

Board Recommendations:

7) *That to reduce the pool of young people susceptible to gang involvement, the Winnipeg Police Service, seek, in partnership with other City/Provincial agencies, to develop a protocol for assisting new immigrant groups to successfully transition to their new environment.*

Youth[1]*:* Parenting is critical, but skills are often lacking. Kids aren't taught how to approach police. Parents tolerating lack of respect was also recognized as part of the problem. Youth are also negative towards police in part because of low interaction, and their first experience with

[1] The book "Young Thugs", author Michael Chettleburgh, takes an inside look at Canadian street gangs was recommended as background reading by one participant.

police is often when there is a problem. Humanizing police officers would go a long way to reducing crime. Police could take part in more school events such as meet-the-teacher night and graduations.

What the Board heard...

- Kids don't have any police to go to
- Kids only talk of negative relationships with police - Not necessarily police fault
- From a school perspective humanizing police officers would go a long way to reducing crime (Book –Young Thugs)
- Police could come to meet the teachers night or graduations or other big events to create good relationships

  Lack of respect by kids which is tolerated by some parents
- One root problem is parenting. Parental control is lacking
- Truancy is a big problem
- Big sportsplex good for kids
- Closing of Kelvin Community Centre a big part of the problem
- Drop-in at Elmwood 1-9 pm
- Need local sports programs because poor have no transportation
- No teams to join
- Kids can't afford recreation
- Kids can't afford teams

Other Suggestions: Participants identified graffiti removal, more programs for Aboriginal people, affordable housing and addressing poverty as areas which need more attention. Raising taxes was seen as likely necessary and acceptable by some participants.

What the Board heard...

- Vigilantism may have a place
- Block Captain for graffiti removal
- Tag clean up – Green Team
- Knowledge – who to call. What to do
- Concern with Manitoba housing
- Manitoba Housing – are residents not screened?
- Help families address things around poverty, more options for youth
- Poverty is recognized as an underlying factor
- Matthew Dumas incident - intervention by police was effective in calming things down
- Need more programs. Need more active aboriginal groups in the area.
- Raise taxes to get more police on the street

Newcomers' Discussion Group[2]

The discussion group was comprised of 15 Winnipeg residents, most with historical roots in Ethiopia, Liberia, Somalia, Sudan, Nigeria and Ghana. Community leaders related their stories, and stories they had collected from other community members about experiences they have had with the Winnipeg Police Service. Others present told their personal stories, and those of family and friends.

The stories told were for the most part negative, and participants suggested that some police are ignorant of the cultural roots and historical experiences of newcomers, and of the impact an individual's prior experiences in the country of origin can have in a newcomer/police interaction in Canada. As one participant commented: "…most come from backgrounds of war and conflict, and police brutality. Many newcomers have seen family members killed, maimed, hijacked, or tortured." Participants felt police tended to generalize the actions of a few as the attitudes of the community, and that there was a lesser threshold for police to initiate action against the racially defined communities. "There is a lot of fear of the system."

What the Board heard…

- Many newcomers have experienced trauma, violence and oppressive regimes in Africa
- Police generalize the activities of a few to the whole community
- Lack of respect by some police toward the newcomer community in general
- Police exhibit what seem to be racist actions and attitudes toward both adults and youth
- Police have acted on poor or erroneous information to obtain search warrants
- General harassment of black youth during everyday activities (at play, out/about in small groups)
- Unwarranted combative/assaultive behavior is used by some police officers in the early stages of a contact, or after arrest
- It can be difficult to identify individual police officers when there is an incident
- Fear of reprisal (from police) ,locally or reprisal against family in Africa, is real for newcomers and needs to be considered by police and social agencies

A number of the stories participants had collected described seemingly race-based behavior by police when dealing with persons of African origin.

[2] The format for this session, unlike previous WPAB consultations, did not pose a specific set of WPAB-generated questions to the group. Participants told collected stories and generated a list of issues and options.

Stories the Board heard...

- A newcomer called police when someone broke into his house. He called police, but they walked away when they saw it was a newcomer.
- An adult stopped in a loading zone. Police officer shouted in his face, and was rude. He got a ticket and had his driver's license taken away. A Caucasian man parked in the same place was ignored.
- Adult goes to Second Cup that police frequent, to buy coffee. Twenty minutes was allowed for outside parking. Police approached person and said move on, you are lucky to be in Canada.

Another underlined an apparent insensitivity to those of the Muslim faith.

Stories the Board heard...

- Police broke into the house of a Muslim woman at 2:00 am. She was not appropriately clothed according to her faith, but they refused to let her do so. Police told her to sit down. They pinned a 12-year-old boy to the floor. They had a warrant, but it was the wrong house. The woman was traumatized and humiliated. The police did not apologize nor show any empathy for the woman's situation.

Presenters told of unprofessional searches of private residences where no offence was found being committed or evidence obtained. The full circumstances surrounding these events are not known to the Board. However, the stories continue to circulate in Newcomer communities as an example of unacceptable police behavior.

Stories the Board heard...

- Police broke into a female's apartment with a warrant and a battering ram. Woman was handcuffed. Apartment was tossed. Suspected a drug dealer lived there. No evidence found. No apologies offered.
- Police raided a house full of grad students. Students taken outside, spread-eagled with hands on head, all handcuffed, and stacked against a wall. Police were without a warrant. Said they had a report of weapons inside. None found. No apologies made to students. Some students now afraid to walk fast in public, afraid of getting shot outside.

Community advocates said they are becoming discouraged. "I used to tell people the police (in Canada) are different. Now I can't say those words anymore. I have disbelief. I am angry and hurt. How do we restore our dignity (after such an experience)?"

The presenters outlined some of the problems they and their youth experience in the education and recreational systems. They noted some of their community members are unskilled, are single parents, experience poverty, poor housing and culture shock. They are aware that major improvements in all of these areas are needed to prevent crime.

Like most other parents in Winnipeg, their greatest concern was for the welfare of their children. Newcomers don't see their negative home-country conditions, although serious, as the main source of problems here. The participants explained that culture shock results from the change from a "Collective-focused culture" in Africa to an "individual-focused culture" in Canada.

Differences in the parenting practices, especially permissiveness in Canada, are seen as making it more difficult for newcomer parents to contain their youth. Here, some of their youth can develop disrespect, and report their parents to authorities.

What the Board heard...

Youth

1. Many youth are stopped and searched without cause.
2. Many times black youth gather in groups of 2-3 on a corner, and police approach without cause, telling them to shut up, move on or I'll pull you in. If they don't, police call back-up, and some are arrested.
3. Police have threatened to plant illegal things on youth so they can arrest them.
4. Youth have been beaten by police at the station, using a phone book to prevent obvious bruising.
5. Youth often charged with disorderly conduct and resisting arrest, without cause. Money has been taken by police in exchange for lesser charges.
6. On Saturday, mentors volunteer at a community center in a program for newcomer youth. Two patrol cars sit outside the community center and harass the youth when they come out.
7. Friday, Saturday and Sundays, police cars hang around soccer fields where newcomer youth are playing. When an adult goes to police to ask why they are there, he is intimidated and threatened with arrest.
8. A youth who had been in Winnipeg for only three days was stopped by police and searched for drugs. They used the word 'f_ _ _'. He couldn't speak English. Was intimidated and did not know what was happening.
9. A youth, known to police had a curfew for 10:00pm. He was playing soccer. Police kept him at the field until after 10, and then arrested him for breaching his curfew.
10. A youth was questioned by police about his country of origin. He answered. They asked "Is that Sudan"? He said no, and they said, OK you can go.

Police "Standard Operating Procedures" (SOP), it was suggested, may have a different and more negative impact on previously traumatized groups. As an example, a police policy that discourages the use of an immediately available bystander as an interpreter may help to escalate rather than prevent conflict where a language barrier exists.

The school system can also contribute to discouragement and isolation of newcomer youth because of unrealistic grade assignments and language barriers. Schools often assign new arrivals to "age appropriate" grade levels, which are not realistic given the skill level of children when they arrive, and with little accommodation for the language barrier that often exists.

What the Board heard...

- African youth come to Canada without having issues of gangs or drug use. They are introduced to gangs and drugs in Canada. The school system is one of the biggest problems that the Newcomer youth face because newcomer children start their school here with their age group. If a child fails the class he/she must repeat the class..."My brother in-law who came to Canada when he was 12 yrs and, acceding to Canadian school system. He was put in (grade) seven and back home he was in (grade) two because he (grew up) in a village where there was no school because of the war. Do you think for a minute if that (was) your child (you would) accept that?"... And that is why gangs and drugs are alternatives for our youth... because school is difficult for them, not because they are not smart but because they are not in the right class.

Public Complaints

New arrivals may not know their rights or where to complain if there is an issue, and may be fearful of making a complaint. Participants with experience with the system saw the mechanism for complaints about the police as ineffective and fragmented. They complained about lack of feedback or confirmation of outcomes, lack of consequence for police officers, and generally that no one was holding the police accountable.

Presenters suggested that individual police being able to admit an error would go a long way toward improving relationships between police and the newcomer communities. They felt police should apologize when obvious errors are made such as searching the wrong premises

What the Board heard...

- "Just be decent with each other."

Cross Cultural Training

Recognition of newcomer experiences in the country of origin, and their impact on individuals, is important for police officers if they are to be properly equipped to respond appropriately, not just to community members in conflict or crisis, but also those adults or youth going about their daily activities.

Participants agreed that a one-time cross-cultural training session for recruits is not enough to institutionalize the required knowledge and attitudes within the WPS as an organization, or on the part of individual police officers. Newcomer community leaders had specific ideas for the police regarding initial and ongoing cross cultural training, and requested a mechanism for seriously exploring these with the WPS.

Board Recommendations:

8) *That the WPS review their methods of diversity training at both the recruit level and ongoing, to develop more effective (and preferably more experiential and collaborative) means of developing and maintaining police awareness of Newcomer communities.*

Working Forward

In terms of police/community relations, there was a positive and sincere desire by these Newcomers "to move forward", and a desire to improve understanding and trust, and build a better capacity for cooperative action within the Newcomer community, and with the WPS. In the larger view they also identified the need for Newcomers to become more involved in municipal structures and boards.

Presenters related that newcomer family structures are still fairly intact when they arrive. Few newcomer youth have experienced substance abuse in the country of origin, and if they did it was abuse of alcohol and not other drugs. Newcomer youth are not initially involved in gangs, but they become increasingly vulnerable as time passes. Participants expressed a great urgency to see action now, noting that there is still time to preempt criminal involvement of their youth and those soon to arrive, but worry that police won't participate or want to play a productive role in problem solving.

"We've managed to protect our children in Africa. It's ironic that we come here and face violence"

The number of people in Winnipeg claiming Central African origin has increased from at least 2100 in 2001 to at least 4900 in the 2006 census year, [3] and the rate of immigration is increasing. International Immigration is predicted to be the largest factor in population growth in Winnipeg for the next fifteen years. Strategies to assist our newcomers' transitions to their new reality are required now, and will become more critical as this segment of Winnipeg's population continues to grow.

Board Recommendations:

9) *That the WPS develop a strategy focused on improving communications and overall relationships with Newcomer communities. WPS would benefit from taking greater advantage of modern communication technologies, such as Web. 02, and developing 'virtual links'.*
10) *That Board Recommendations 2, 4, 6 and 7 be applied specifically to Newcomer communities*

WPS Response to Newcomers' Discussion Group Summary

Very shortly after receiving the Board's summary of the Newcomers' discussion group, a WPS Superintendent was designated to head a three-person team tasked with increasing proactive contact with the Newcomer community. The Superintendent appeared at a subsequent Board meeting and introduced his three team members, as well as outlining some of the existing and evolving initiatives WPS are using to provide cross-cultural training to their new officers, and some of the initiatives WPS has been involved in with the Newcomer community in the past year. The Board sees this as an excellent and timely response by WPS to an important issue, with the police and the Newcomer community working together to identify and address issues.

[3] *Destination Winnipeg*, Winnipeg population by ethnic origins census 2001 and 2006. Designations of South African or Afrikaner were excluded

Aboriginal Perspectives

In October, 2009, Mr. Damon Johnson, President, Aboriginal Council of Winnipeg (ACW) and Ms. Merle Greene, Executive Director, Mothers of Red Nations (MORN) presented their respective organizations' perspectives on policing issues affecting First Nations, Aboriginal, Métis and Inuit citizens of Winnipeg.

Overall Effectiveness of the larger system

Both presenters stressed that main stream Canada has not done well in learning to deal with diverse communities. The consequences of not dealing effectively with aboriginal rights, predicted almost 20 years ago, have come to pass to a large extent. The speakers warned that things will only get worse – particularly in urban areas - if concrete action is not taken today to address the serious social imbalances that continue to exist.

It is recognized that making progress requires commitment at the highest political levels. British Columbia and Saskatchewan are at the forefront of developing strong working relationships with aboriginal interests, with a sensitivity to aboriginal culture and traditions integrated across the decision making process. Settlement of some land claims has helped government to engage better with aboriginal leadership.

What the Board heard...

- The over representation of Aboriginal persons in the criminal justice system in Winnipeg and Canada primarily emanates from the segregation of First Nations on Reserves by Canadian legislation known as the Indian Act 1876 which has been described by the Canadian Human Rights Foundation as legalized racism
- Although racism is a Canadian reality much of the prejudice and discrimination directed at Aboriginal Peoples is rooted in ignorance and guilt
- Racial profiling is a huge concern- many Aboriginal youth believe they are targeted for police interventions simply because of their color or appearance- many Aboriginal persons of all ages report being followed around when they go into a shopping mall or store as they are probably viewed as more likely to shoplift
- In 1991 Ovide Mercredi warned that if there is no major shift today, what do you think will happen in 10-15 years. Now, 18 years later look at the problems we have with youth and gangs in the aboriginal communities and Winnipeg.
- There has been a steady deterioration in federal social policy for many years now..
    - All governments must learn to manage diversity – a failure to do so will result in serious social unrest and conflict, particularly in our cities
    - A holistic urban Aboriginal strategy with measurable cultural, social and economic outcomes is required to enable the healthy integration of First Nations, Métis and Inuit Peoples into city life
    - Governments must understand that short term initiatives will not work. It will take 15 to 20 years to see positive results

Persistent under-funding at the Provincial level was cited as a major reason why government initiatives do not reach their full potential. Initiatives such as the anti-Gang strategy or the Missing Women's Task Force are addressed through redeployment of local WPS and RCMP resources, with only incremental operating funds being provided by the Province. The implication was that this insures that minimal attention is paid to new initiatives because it comes primarily at the expense of existing programs.

What the Board heard...

- Justice policy is not ill intentioned, but it is not coordinated
- While the Aboriginal Justice Inquiry recommendations have been embraced by the Provincial government, the resources required to successfully implementing programs have not materialized.

Aboriginal leadership's job is to keep governments focused

Participants underlined the need for aboriginal leadership to be coordinated on issues of common interest. Governments, it was held, will not retain focus on an issue if there is no pressure from interest groups.

What the Board heard...

- While recognized in principle, the applicability of self determination and self-government for Aboriginal Peoples in a city is yet to be determined
- Aboriginal leadership is also not coordinated; a coordinated approach would be more effective.
- Fractured voices are not effective.
- Advocacy by groups such as MORN is important to ensure issues and lack progress or lack of progress, are highlighted for government and the public.
- Aboriginal Peoples need to be visible in all mainstream institutions and governance structures
- Aboriginal representation is needed at higher levels and ranks
- The problem is much broader than just the police and requires a broader solution, programs, economic and spiritual

A critical mass of aboriginal participation is needed in many areas. Promotion processes need to be examined to determine whether or not cultural bias is a factor that is inhibiting the rise of Aboriginals and minorities in any given organization. For the police it was suggested that there are likely experienced Aboriginal police officers currently serving in the WPS that could assume prominent leadership roles in the department. Aboriginal employees, as do other minorities, will bring important new perspectives to the leadership table.

Board Recommendations

11) That WPS ensure that there are no systemic barriers to advancement of members of any minority group to senior leadership positions in the organization, and consider the need for increasing minority representation proactively.

Urban Reserves – part of the solution?
It was suggested that urban reserves would help to address the exclusion and poverty that contributes so greatly to dysfunction in the urban aboriginal community, and help to create a healthier relationship among aboriginal and non-aboriginal citizens of Winnipeg.

What the Board heard...

- Aboriginal people by their nature are creative, but need opportunity
- Vancouver and Thunder Bay have Reserves within or adjacent to their boundaries – these communities are becoming thriving socio economic enclaves for their citizens
- The negative difference in socio- economic outcomes in Canada for Aboriginal Peoples has been induced purposely by legislation and policy that cannot be rationalized in a free and democratic society such as Canada
- We are not going to heal the gaping wound of segregation and marginalization with band aid solutions – we need a comprehensive plan to address age old inequities
- Getting cooperation from the 3 orders of government is difficult but not impossible – development of an effective urban Aboriginal strategy with First Nations, Metis, Inuit and urban Aboriginal leaders is the only acceptable process
- Get aboriginal and non-aboriginal people in contact with one another to learn to work and live together

Domestic Violence Reduction
Violence against women is a major issue for the aboriginal community. The Native Women's Association of Canada is working on describing the situation around violence and domestic violence. A clear preference was expressed for prevention, and more intervention targeting male behavior.

What the Board heard...

- Violence against women a large issue.
- There are relatively few aboriginal women in prison compared to aboriginal men, and a large portion of court time is spent on domestic assault.
- Aboriginal men initiate most domestic violence in their communities, and we need more intervention targeting male behavior
- After hours it is usually only the police that are available. Other social services or Victim Services are often not available after hours.
- Lavoie and Peddler reports both said that Victim Services should be in the community and available.

As identified in other consultations, it was noted that the police often are the only "social service" that respond to domestic disputes, limiting the potential for remediation or prevention of future incidents. WPS do actively participate with the Province in a Domestic Violence Intervention Strategy that provides processes for later follow-up to many domestic calls for service.

Exploited Women and Children

It is ironic, perhaps, that the root causes of crime (social exclusion, poverty, addiction and a personal history of abuse) also contribute to the vulnerability of individuals as victims. The recent creation of Manitoba's Missing Persons Task Force again underlines the degree of predation on women that is prevalent in our city, as well as the fact that these disadvantages are most keenly felt by aboriginal women.

What the Board heard...

- Why are a disproportionate number of aboriginal women living such a risky life style?
  - Colonialism, residential schools, and the "60's scoop", among other things, have removed honor, dignity and the safety net a functional community could normally provide
  - Language, culture and parenting skills suffered
- Establishing the task force (RCMP/WPS) was a good step forward. MORN has offered to assist the task force in an advisory capacity but as yet have not been approached

Those victimizing women and children are predominantly male, and some feel these criminals are not being portrayed for what many are; abusers and pedophiles. Innovative measures need to be applied which can educate as well as provide greater deterrence and/or increase the consequences for (mostly) male offenders.

Board Recommendations

12) *That WPS continue to focus on those victimizing exploited women and children, and participate with other agencies, such as the Manitoba Association of Chiefs of Police, to create more public awareness to these issues, and particularly education for those who are at a high risk to offend or re-offend.*

Concerns were raised regarding the ongoing victimization of families which results from unresolved murder and missing-persons cases. While recognizing the need for discretion in criminal investigations, MORN wants police to be more sensitive to the needs of the families of the missing and murdered women relative to the provision of information.

What the Board heard...

- MORN has much information and insight on missing women and their families
  - What can we all contribute to help families work through the grief
- Families find it very difficult when they cannot get enough information from police on how or if an investigation is progressing
  - There is often some initial contact but this falls off
  - WPS often do not call back on repeated requests for information
  - This type of complaint is not unique to the Winnipeg area, but is experienced by affected families in many jurisdictions
  - Families recognize that all information cannot be revealed, but some families feel they have no information at all.
- Every person and aboriginal woman should have a number of options for healing, including spiritual as well as traditional counseling
  - The spiritual approach is not acknowledged or respected by the main stream
- Its not only women who are concerned about murdered and missing women. A related group is Brothers in Spirit. They want to challenge other men who are behaving badly. They have no resources whatsoever, but support the Sisters in Spirit objectives
  - Children as young as 13 are being exploited on the streets
    - In the north end there are community volunteers who donate time and transportation to patrol and ensure all know street people are accounted for
  - With regard to sexual exploitation, particularly of children, men are getting off easy. They get referred to as "Johns" when in truth they are pedophiles when children are involved.
  - In Point Douglas residents worked to displace street prostitution as it is a terrible role model for neighbourhood children.
  - WPS can help to improve policing of streets and protecting the vulnerable
    - In the wake of Robert Picton there is a mobile unit in the downtown east side of Vancouver. Something similar needs to be considered for Winnipeg
  - In Sweden prostitution is considered as violence against women. Paying for sex constitutes the crime, so the police focus is on the "customer" not the exploited person.
  - In Manitoba the police and the justice system in general do not want to take action when the evidence of Johns "communicating" is collected by community members

Board Recommendations:

13) That the WPS develop a protocol for dealing with the families of persons who have been murdered or who are missing under circumstances where foul play is likely.

What can individual police officers do? Reach out!
The daily relationship people have with their police service is highly valued by all who have been consulted by WPAB. The importance of individual front line officers reaching out to the community at every opportunity cannot be over emphasized, particularly to youth.

What the Board heard...

- Community policing has to be happening on the ground…knowing and interacting with the public
- Relationships are critical to effective policing. Having an ongoing presence and interaction, with youth in particular
- Most adults, including police are challenged in their relationships with youth – the generation gap – in the case of Aboriginal youth it is a huge cultural gap
- Cities are huge places and we need to recreate a sense of community- people need to know there local officers on a first name basis
- Larger cities can create smaller divisions to nurture a renewed sense of community…Point Douglas and Corydon Avenue are examples
- Police need more training on aboriginal issues

Some good things are in place…

What the Board heard...

- In the 1960's there were 2000 aboriginal people in university in Canada, now there are 60,000…but many trades have no aboriginal representation
- Thunderbird house has yet to fully meet its original purpose, but it is starting to happen. Youth need to embrace their spiritual and cultural needs – self identity, self-respect, and self-determination are at the core of any healthy human being
- Friendship Centers – since 1982, were formed to help First Nations, Métis and Inuit people transition to urban life. Their resources are not sufficient for the growing demand.
- Centre for Aboriginal Human Resource Development Inc. (CAHRD) is a non-profit, human resource development organization that delivers Education, Training and Employment services to the urban Aboriginal population of Winnipeg. Still there is little correlation between CAHRD's capacity (human and financial resources) and numbers of individuals in need of and demanding these opportunities for education and training
- The Eagle Urban Transition Center has been developed and operated by the Assembly of Manitoba Chiefs and is an example of an off-reserve program and service agency that should be funded by Indian and Northern Affairs

Aboriginal Council of Winnipeg supports the Manitoba Police Services Act
Police have been granted extraordinary powers to enable an extraordinary function. The guardianship role that police perform, along with the interdependence of individuals and activities within a police service, can create great loyalties and empathy among co-workers. The resulting strong team environment is a tremendous asset for a police service, but a corporate culture dominated by loyalty or empathy can also be a source of misplaced tolerance for less-than-good behavior. For organizations like our police service that require strong public support to thrive, transparency and accountability are much enhanced by the presence of an external oversight body.

What the Board heard...

- An Advisory Board is good but we need effective civilian oversight that ensures WPS accountability to the community it serves
- Paramilitary police structures do not always evolve in a good way and have to have effective oversight
- A police service has a high degree of comradeship that is essential to the nature of their work however it can at times enable complicit behavior that is not in the best interest of the public - hence the call for an SIU in Winnipeg with a completely independent investigative process that does not involve anyone connected in any way to the subject department
- The Chief of Police does not always know what is happening at the front line. A few bad employees can have a large negative impact on the public's confidence and trust in this important institution
- Police Board must have real knowledge of First Nations, Métis and Inuit communities and issues. Ensuring the fair treatment of identifiable groups will also serve every citizen of Winnipeg well
- A systematic review of the police training curriculum is needed to ensure the information on First Nations, Métis and cultures is accurate, complete and sufficient
- When an aboriginal becomes a police officer, that individual may be viewed as having gone over to the other side – he/she may be seen as having swapped the eagle feather for a gun and adopted some of the negative aspects of police culture

Board Recommendation

14) *Recently, under the direction of the Chief of Police, the WPS has actively engaged in numerous ways with many groups who represent components of the aboriginal community. The Board recognizes these efforts both on the side of the police, and members of the aboriginal community, and encourages further enhancement of these initiatives.*

(In the following sections, the Board addresses the remainder of its Mandate, starting with Subsection a) and proceeding through b), d) and e))

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

(The goals and targets set by the Winnipeg Police Service for 2008, as they appear in the City's Business Plans By Service 2008-10 document, were examined once the Statistics Canada crime data was published in mid 2009).

The planning process for the City of Winnipeg requires each department to submit a business plan for the upcoming year, with a three-year outlook. The business plan submitted by the Winnipeg Police Service for 2008 outlined its goals and related strategies/initiatives relative to each of their three main activities: Police Response, Crime Prevention and Traffic Enforcement. For 2008[4], there were specific numerical targets included in the business plan, such as reducing crimes against persons by 5%, increasing the number of crime prevention presentations by 10% and reducing insert overtime hours by 5%. The targets for 2008 were set relative to 2006 levels.

In 2009 WPS established four internal goal statements:

1. **Build Upon Relationships with the Public.** Through enhanced communication with public and private organizations, partner with the community to find sustainable solutions to crime and social issues.
2. **Build Upon Relationships within the Service.** Strengthen an organizational culture that encourages open communication between all members of the Service, regardless of rank.
3. **Reduce the Workload on our Members.** Identify and develop efficiencies within our procedures, systems, and daily operations.
4. **Focus on Traffic Matters.** Develop a coordinated traffic enforcement strategy that enhances our ability to keep our streets safe.

The development of objectives and measurements for the four goal statements for 2009 was delegated to the Superintendent level of the organization and for this report the Board has not inquired on what those objectives and measurements might be, or how they are being tracked.

For the 2010 planning update the City has specified the metrics needed for their planning document. For the police service these include numbers such as the cost per citizen for police, and the police-to-population ratio, as well as a number of comparisons (benchmarks) of WPS against the Calgary and Edmonton police services for crime rates and efficiency. For 2010 there are no specific numeric targets set for the City to track the effectiveness of individual police programs and activities.

Over the past three planning periods (2008/09/10) it appears that the emphasis on performance measurement for the WPS, at least externally, has shifted from the measurement of specific

[4] Goals for 2008 were initially set in the 2006/08 Police Business Plan, and confirmed in the 2008/10 submission.

operational outcomes toward showing how crime and the cost of service delivery in Winnipeg compare to the crime rates and costs in other jurisdictions. This "relative reporting" does provide some needed context to police budget requests and crime rates in the City, and the measures selected by the administration do signal to the Chief of Police which performance areas the employer sees as important to try to influence.

Selection of the goals, targets and measurements is, arguably, the foundation of accountability for any organization. A key function of the new Winnipeg Police Board will be to become involved at the front end of the planning process for the Winnipeg Police Service, something this Board was not able to do.

Board Recommendation

15) That the new Winnipeg Police Board engages the Chief of Police early in its mandate in a discussion of goals, targets and the desired performance measures for the organization, and relative to the performance of the Chief of Police.

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;

WPS Business Plan Goal Achievement

The Winnipeg Police Service deploys its resources to three defined service areas.

1. **Police Response (PR)** - Emergency, urgent and non-emergency response to calls for service, criminal investigations, public order and police training. For 2008, Police Response was allocated approximately 80% of the police budget.
2. **Crime Prevention (CP)** - Providing citizens with crime awareness and education, enhanced relationships with targeted neighbourhoods and schools, and (with Public Works) provide effective street lighting[5] to aid in crime prevention and disorder. For 2008, Crime Prevention was allocated approximately 15% of the police budget
3. **Traffic Safety and Enforcement** - Includes automatic and in-person approaches to modify driver behavior. For 2008 Traffic Enforcement was allocated approximately 5% of the police budget. Traffic enforcement also generates significant revenue for the City.

In assessing the WPS target achievement, inquiries were made and meetings were held with the WPS Organizational Development Section and operational staff to identify the activities and outcomes relative to the 2008 business plan. This process did not constitute what one would consider a full arms-length audit, and the Board relies on the information provided by the police service in making its observations. The results of the target achievement are summarized in tables at **Appendix "B"**.

[5] The police service identifies areas where lighting can enhance safety. The associated work and costs are borne by Public Works, who also track the activity and associated costs.

For 2008 WPS for the most part met its commitments in the areas of Police Response and Traffic Safety and Enforcement. As committed to in the planning document, there were identifiable activities undertaken for each of the goals and strategies listed, and numerical goals were either met or, where not met, mitigation was provided.

Crime Prevention Presentations

The number of crime prevention presentations and events is the only measurement available from WPS for 2008 for Crime Prevention and the Board cannot comment on the effectiveness of these efforts. It is not usually possible to look at changing crime rates and say they are a result of crime prevention, law enforcement or random results. Likely all three, and other influences, are at play.

Presentations/Events	2006	2007	2008
Crime Prevention Unit	238	191	154
School Resource Unit	652	898	739
Diversity Unit	136	77	56
Other	256	357	145
Total	1282	1523	1094

WPS make many crime prevention presentations each year and also attend many community events with a crime prevention theme, or to build relationships in the community. Activity by the dedicated Community Support Division had increased significantly in 2007, but by 2008 it had dropped off again, due in part to staff being reassigned to other functions or otherwise not available[6]. In the end the 10% increased activity targeted for 2008 was not sustained.

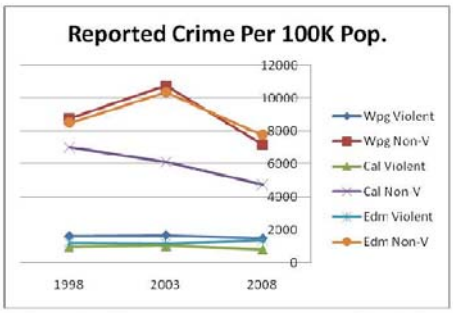
Crime prevention is ***the*** most desired outcome that the citizens of Winnipeg want from their police service, and most also recognize that the police cannot do this alone. The Live Safe Winnipeg initiative underlines the City's recognition of the importance of a coordinated approach to crime prevention, and the important role social development has to play in creating positive results. This said, it is important that the police service continue to recognize crime prevention as one of its highest priorities when creating its goals and targets, and when assigning/reassigning resources.

Board Recommendation

16) *That WPS should report annually the resources planned and resources utilized for crime prevention activities, providing a comprehensive description of crime prevention goals, targets, activities and outcomes achieved during that year, and for the forecast years ahead continue to place emphasis on resources for crime prevention.*

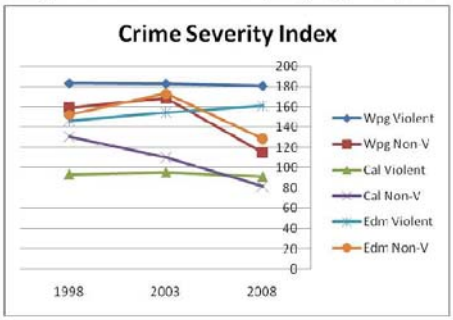
[6] Recently the Board was informed that the staffing situation for the Crime Prevention Unit would be resolved soon.

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

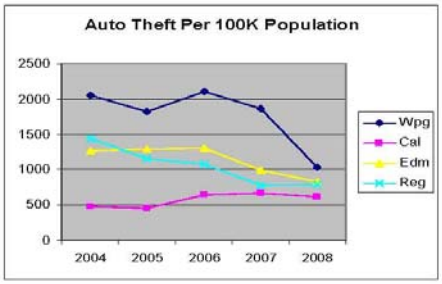


In the Reported Crime chart[7] one can observe that the declining crime rate widely reported in recent years is driven by a drop in non-violent behavior.

Statistics Canada's new Crime Severity Index[8] considers the number of crimes reported as well as the severity of the occurrences. This index, introduced in 2009, is designed to measure change in the overall seriousness of crime from one year to the next, as well as relative differences in the seriousness of crime across the country. As shown in accompanying chart, the crime severity index for violent crime in major prairie cities has remained fairly constant during the past decade, while all cities have experienced similar declines in non-violent crimes.



The auto theft task force is a flagship program for WPS that is innovative and successful, a partnership of the police and academia, and the Manitoba Public Insurance Corporation (MPI) that pays for the police officers dedicated to the program. Car thefts in the City are down dramatically, and no doubt there is a positive spill-over effect on other crime types. Keeping auto theft under control continues to require the constant attention of a dedicated program. There is no other crime reduction program that comes to mind that is so effective in meeting its objective.



Winnipeg's CrimeStat website for 2009 confirms that declines reported to the public continue to be led by the success of programs such as Winnipeg's auto theft task force, as well as a substantial decline in crimes against institutions. The significant increases reported in CrimeStat for 2009, to date, are seen in robbery of individuals and non-familial sexual assaults.

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[7] Source: Statistics Canada, Crime Severity Index by police service. Data points shown are for those three specific years and the levels may be higher or lower than the trend line in intervening years.

[8] ibid

A success by many measures, the auto-theft task force experience tells us that it takes a substantial and persistent effort for the police to have an effect on local crime rates by chasing criminals: the constant attention of a dedicated and fully funded program.

The Board is of the opinion that the police service should also be looking for innovative methods of targeting violent behavior in Winnipeg. The recently announced anti-gang strategy, which uses a similar approach to the auto-theft strategy (but using mainly reallocated resources) , is one example of a "new" approach to reduce the level of violence in Winnipeg.

Board Recommendations:

17) *That WPS, in concert with the three orders of government and other police, examine new approaches to reduce the level of violence experienced in Winnipeg neighbourhoods.*

While to the police CrimeStat is a resource deployment tool it has also become a major public information tool. Those who use CrimeStat continue to suggest that there are other crime types that are more relevant to residents in different neighbourhoods, and some would argue that public awareness of the true levels of violent crime is a prerequisite to effective action. Adding any additional categories to Crime Stat could require additional staff depending on how much data verification is required for a specific new category.

WPS CrimeStat Crime Type	Selected Filter Comparison		
	Nov 15, 2008 To Nov 14, 2009	Nov 15, 2007 To Nov 14, 2008	% Change
Break & Enters - Commercial	1,098	1,441	-24%
Break & Enters - Other	1,522	1,492	2%
Break & Enters - Residential	3,000	2,662	13%
Homicide	29	27	7%
Robbery - Commercial/Financial	314	413	-24%
Robbery - Non-Commercial/Financial	1,594	1,187	34%
Sexual Assault	145	107	36%
Shooting	75	72	4%
Theft Motor Vehicle - Actual	2,214	3,585	-38%
Theft Motor Vehicle - Attempt	2,304	3,928	-41%
Total	**12,295**	**14,914**	**-18%**

As pointed out last year, the Sexual Assault category on Crime Stat reports only incidents where the attacker is unknown to the victim. Since then WPS have acknowledged there are ways to present all sexual assault data on CrimeStat without re-victimizing the victim, or creating other security issues, and have indicated they would consider changing the way Sexual Assaults are reported.

Board Recommendations:

18) *That WPS consider the additional or alternate crime types such as assault, drug trafficking and spousal abuse for the public CrimeStat web site.*

In addition to the CrimeStat web site, WPS provides daily media releases, often on violent crime occurrences, missing persons or notifying the public of arrests made in previous incidents or as a

result of planned police operations. Current and archived media releases can be found in the "News Room" on the WPS web site.

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

There were no recommendations made by LERA to the Winnipeg Police Service for 2009.

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 direction was received to report on additional matters during 2009.

5. Looking to the Future

The Ongoing Need for Public Consultation

The Board cannot overemphasize how important we feel that public consultation is to the ongoing success of the police service, and for those bodies that oversee the police service. Regular dialogue will improve the level of understanding by all parties of what the police service can, could or should be doing, as well as clarifying for the public the programs and tactics that our police deployed. Greater understanding of police operations will increase the level of public satisfaction and reduce complaints against the police.

The Board recognizes and commends the ongoing efforts of the Winnipeg Police Service under the strategic direction of this Chief of Police, toward increased dialogue with all stakeholders and neighbourhoods in Winnipeg. This must continue.

6. Conclusion

Communities rely on their police service to help to smooth the ragged edge created by the victimization of the many by the relatively few. Their daily struggle to maintain order and reduce crime provides many opportunities for the Winnipeg Police Service to succeed in meeting their own high standards and the expectations of a (mostly) grateful public. For the most part our police are highly successful. In almost all cases when really bad things happen, the police handle it well and are seen to do so by the public they serve. This is generally the case for lesser events as well.

In the quest for a safe and secure community the police and the community are co-dependent. The police require public support to succeed, and to provide that support the public need to see that their police are acting honorably and in the best interests of the community in every aspect of police service delivery. The Chief of Police and the large majority of Winnipeg's police officers are on the right road to maximizing the positive effect that organization can have on the quality of life in Winnipeg, and creating a more attractive environment for commerce.

Our police deal mostly with the symptoms, and while one might always do things better with current resources, significant crime reduction will only come by injecting large amounts of resources into the police service, or, better yet, attacking the root causes of crime. The jury is in and the community's preference is strongly in favor of the latter course of action.

7. Acknowledgements

We as a board would like to thank the community organizations which helped in coordinating our public consultations and the individual organizations and citizens who attended and related their experience and advice for policing in Winnipeg. The Board also could not have met its mandate without the enthusiastic and candid cooperation of the management and staff of the Winnipeg Police Service, and for this we thank them. Assistance was also provided by the CAO's office on administrative matters and the support of the City Clerk's office, which is also much appreciated. Finally the Board would sincerely like to thank our Executive Director, Mr. R.A. (Bob) MacIntyre for the assistance and support he has provided during the past two years.

8. Contact Us

Your comments on any portion of the 2009 WPAB report are welcome. Comments or inquiries during this transitional period can be sent through the "Contact Us" feature of the Winnipeg Police Advisory Board web site www.winnipeg.ca\wpab, which will continue to be monitored for the next few months. Comments received will be passed on to an appropriate City of Winnipeg department.

Board Members

Gerald Forrest, Chairman	Sam Anderson
SelBurows	Nahanni Fontaine
Robert Gabor	Larry Gregan
David Keam	Melanie Lautt
Aidan O'Brien	Mike Pagtakhan
Charles Rubin	

Winnipeg Police Advisory Board 2008
Summary of Recommendations

General Observations

1) *That, when establishing the new Winnipeg Police Board, the City of Winnipeg include in the enabling by-law a provision that the Winnipeg Police Board has a responsibility to actively consult with the residents and neighbourhoods that constitute the City of Winnipeg, and report their findings annually to Council.*
2) *That the WPS actively review their public education activities, with the goal of including more experiential and collaborative programs with community target groups.*
3) *That the members of the new Police Board receive intensive and ongoing education on police practice and policy. That the WPS increase their sensitivity to the larger community needs and non-police perspectives*
4) *That the WPS work more closely with community groups and government bodies or agencies to design better mechanisms of individual member accountability for unprofessional conduct, including informal resolution processes.*

Report on Mandated Responsibilities

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

"District 4" Public Consultation

5) *That WPS find ways to include crimes important to neighborhood safety concerns, in their ongoing analysis, even if these crimes appear to be of lower priority in the police response hierarchy.*
6) *That WPS be more consistent and effective in reporting both positive and negative outcomes to the persons and victims who report crimes.*
7) *That to reduce the pool of young people susceptible to gang involvement, the Winnipeg Police Service, seek, in partnership with other City/Provincial agencies, to develop a protocol for assisting new immigrant groups to successfully transition to their new environment.*

Newcomers' Discussion Group

8) *That the WPS review their methods of diversity training at both the recruit level and ongoing, to develop more effective (and preferably more experiential and collaborative) means of developing and maintaining police awareness of Newcomer communities.*
9) *That the WPS develop a strategy focused on improving communications and overall relationships with Newcomer communities. WPS would benefit from taking greater advantage of modern communication technologies, such as Web. 02, and developing 'virtual links'.*
10) *That Board Recommendations 2, 4, 6 and 7 be applied specifically to Newcomer communities*

Aboriginal Perspectives

11) *That WPS ensure that there are no systemic barriers to advancement of members of any minority group to senior leadership positions in the organization, and consider the need for increasing minority representation proactively.*

12) *That WPS continue to focus on those victimizing exploited women and children, and participate with other agencies, such as the Manitoba Association of Chiefs of Police, to create more public awareness to these issues, and particularly education for those who are at a high risk to offend or re-offend.*
13) *That the WPS develop a protocol for dealing with the families of persons who have been murdered or who are missing under circumstances where foul play is likely.*
14) *Recently, under the direction of the Chief of Police, the WPS has actively engaged in numerous ways with many groups who represent components of the aboriginal community. The Board recognizes these efforts both on the side of the police, and members of the aboriginal community, and encourages further enhancement of these initiatives.*

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

15) That the new Winnipeg Police Board engages the Chief of Police early in its mandate in a discussion of goals, targets and the desired performance measures for the organization, and relative to the performance of the Chief of Police.

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;

16) *That WPS should report annually the resources planned and resources utilized for crime prevention activities, providing a comprehensive description of crime prevention goals, targets, activities and outcomes achieved during that year, and for the forecast years ahead continue to place emphasis on resources for crime prevention.*

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

17) *That WPS, in concert with the three orders of government and other police, examine new approaches to reduce the level of violence experienced in Winnipeg neighbourhoods.*
18) *That WPS consider the additional or alternate crime types such as assault, drug trafficking and spousal abuse for the public CrimeStat web site.*

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

There were no recommendations made by LERA to the Winnipeg Police Service for 2009.

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 direction was received to report on additional matters during 2009.

WPS Target Achievement 2008		
Initiative/Objective	**Assessment**	
1. Police Response		
a. Reduce overall crime through evidence-based policing strategies		
1. Reduce Uniform Crime Report (UCR) crimes against persons 8621(2006 totals) to 8190 (-5%) by 2008.	Met	Reduced to 7864 (- 9.6%)
2. Increase clearance rates from 56% in 2006 to 61% in 2008	Not Met	Improved to 59% in 2007 Declined to 55% in 2008
3. Enhance the collection and distribution of criminal information; identify crime trends through expansion of crime analysis capability.	Met	
4. Identify and explore innovative and effective tactics and rapidly respond to emerging crime trends	Met	
5. Engage police commanders in relentless follow-up and assessment of crime trends and police responsiveness	Met	
b. Improve public service delivery in uniform operations		
1. Upgrade wireless network capabilities to improve data transfer speeds and call for service time on call.	Met	80%
2. Review and improve call for service internal processes to allow better use of front line-officer time. Priorities for process improvement include: o Domestic calls for service o Pursuit calls for service o Stolen vehicle recovery calls for service	Met	
3. Reduce reporting requirements for general patrol officers in non-criminal calls for service to allow better use of front-line officer time.	Met	
c. Focus on downtown safety while balancing the needs of targeted neighbourhoods		
1. Provide a focused and visual police presence through an organized beat patrol	Met	Portage Avenue and Central Park
2. Reduce disorder calls for service on designated beats by 10%	Not Met	Increased to 1028 (+ 2%)
d. Focus on criminal prosecutions through improved quality and timeliness of report and evidence disclosure		
1. Implement a Central Reading Unit as a pilot project basis to address report quality and ensure compliance with disclosure requirements.	Met	
Efficiency: Reduce overtime hours by 5% by 2008	Not Met	½ % Increase

WPS Target Achievement 2008 (Continued)		
Initiative/Objective	**Assessment**	
2. Crime Prevention		
a. Promote positive interaction within neighbourhoods and among cultural groups		
1. Encourage development of citizen groups.	Met	Citizen group participation
2. Attend citizen group meetings	Met	Citizen group attendance
3. Increase the use of the Diversity Liaison Unit	Not Met	Presentations declined from 136 (2006) to 56(2008)
b. Reduce crime victimization		
1. Increase the number of crime awareness and education presentations by 10% (2006=1282)	Not Met	Declined from 1282 in 2006 to 1034 in 2008
2. Increase the number of CPTED (Crime Prevention Through Environmental Design) consultations	N/A	
3. Continue efforts in the Winnipeg Auto Theft Suppression Strategy	Met	Continued decline in theft of auto and attempted theft
4. Enhance the Domestic Violence Intervention Strategy	N/A	
5. Ensure street lighting issues are properly addressed	N/A	
b. Increase effectiveness and cost efficiencies of street lighting		
1. Develop outdoor lighting database including Streetscape, Park Lighting, Community Club Lighting, and Bridge Lighting for City wide use in asset management, location information and ordering information	N/A	Public Works
2. Provide residents with security lighting information and support in lighting options, locations and prices.	N/A	Public Works
3. Work with Manitoba Hydro to finalize ownership issues and maintenance agreements stemming from the sale of Winnipeg Hydro	N/A	Public Works
4. Continue replacement of lower efficiency light fixtures with higher longer lasting light fixtures.	N/A	Public Works

WPS Target Achievement 2008 (Continued)		
Initiative/Objective	**Assessment**	
3. Traffic Safety and Enforcement		
a. Enhance traffic safety through a strategic approach that includes traffic data analysis and targeted enforcement		
1. Effectively use the traffic data collected to guide targeted enforcement activities	Met	Data collected and analyzed
2. Compile and distribute traffic safety information in a timely fashion to the Central Traffic Unit and uniform operation divisions.	Met	
3. Coordinate targeted enforcement initiatives in response to identified traffic safety concerns.	Met	Specific enforcement events conducted
b. Enhance traffic safety through increased public awareness and education.		
1. Use news media and Police Service Website to publish traffic and boating safety information	Met	Media and web utilized
2. Utilize media campaigns/advertising to promote public awareness and education.	Met	Media campaigns conducted
3. Continue partnerships with stakeholders in traffic safety programs and initiatives	Met	MPI, RCMP, CAA…
c. Increase effectiveness of the photo enforcement program		
1. Monitor the effectiveness of the photo enforcement service provider	Met	Annual Report
2. Strategically deploy intersection cameras based on traffic safety analysis.	Met	
3. Strategically deploy mobile photo enforcement units based on traffic safety analysis.	Met	Construction zones remain controversial

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

2009 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
- Former 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
- Former 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
- Past President of the Folk-Arts Council

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

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