Winnipeg Police Board

# A CULTURE OF SAFETY *FOR ALL*

## Winnipeg Police Service
## Strategic Plan 2015-2019



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# Our Vision

# A CULTURE OF

## Our Mission

***Build safe and healthy communities across Winnipeg through excellence in law enforcement and leadership in crime prevention through social development.***

## WHAT WE VALUE AND BELIEVE

### WE VALUE:

**Integrity**
We act in an open, honest and trustworthy way in all of our interactions with each other and the public

**Respect**
We honour the diversity of individuals, showing understanding and acceptance for all people

**Citizens and Communities**
We conduct ourselves in a professional manner at all times, are above reproach and demonstrate pride and commitment to the people and communities we serve

**Accountability**
We make quality, ethical decisions that guide our individual and collective efforts and are responsible for our actions, use of resources and effectiveness

**Courage**
Whether serving on the streets or providing leadership and support, we will make tough decisions and take decisive actions to valiantly protect people and communities

### WE BELIEVE:

- The safety and security of people, property and the community are a critical public interest
- In the rights of individuals and bias-free policing
- In the worth of each individual but in the reality that individuals and groups who engage in criminal behaviour must face the consequences and society must be protected from them
- Significant strides in preventing crime will happen when the risk factors of crime are appropriately addressed
- We must work collaboratively with the community
  and other justice, social services, health and community agencies who contribute time, resources and support,
  if we are to prevent crime in the long-term
- Our success depends upon the professionalism, innovation, skill and compassion of civilian and sworn members of the police service
- In the health, protection, well-being and professional development of our membership
- Effective governance is critical to ensuring accountability and effectiveness in the delivery of policing services

# SAFETY *FOR ALL*

## OUR GOALS AND STRATEGIES

### 1. LESS CRIME & VICTIMIZATION

a. Strengthen pro-active policing through the Smart Policing Initiative

b. Continue to focus resources toward a downtown safety strategy

c. Continue efforts to suppress gang activity and recruitment

d. Increase the use of restorative justice and diversion programming

e. Focus efforts to improve traffic safety through enforcement and education

### 2. ENGAGED COMMUNITIES

a. Lead collective action to prevent crime through social development

b. Work with our partners to protect vulnerable persons

c. Enhance communication, transparency and accountability

d. Enhance community relationships

e. Continue to build a service that knows and reflects the communities it serves

### 3. EFFECTIVE & EFFICIENT SERVICE

a. Ensure the right people are in the right jobs in the right number

b. Implement innovative technologies

c. Instill a culture of continuous improvement

d. Collaborate to reduce the demand for non-core policing activities

### 4. HEALTHY ORGANIZATION

a. Enhance training and professionalism in the Service

b. Enhance employee safety, health and wellness

# Introduction

Winnipeg is a unique and vibrant city. The Winnipeg Police Service is part of a larger system devoted to providing all residents with safe communities and a high quality of life. The Winnipeg Police Service is a central and key player in creating safe communities through crime prevention and effective response to social disorder and criminal activity. The Service has a new leader, with Chief Devon Clunis being appointed in October 2012.

Since the establishment of the Winnipeg Police Board in June 2013, the Service is operating under a new governance model. The Board is a civilian oversight body that will ensure that police services are delivered effectively, efficiently and in a manner consistent with community needs, values and expectations. There is public support for the Winnipeg Police Service leadership and the Winnipeg Police Board. Our new governance model provides an opportunity for growth and development in meeting our citizens' needs.

Winnipeg is not unique in Canada in the challenges it faces, but it does have several distinguishing elements that require tailored solutions. The Winnipeg Police Board and the Winnipeg Police Service have worked together to define the vision, goals and strategic directions for policing in Winnipeg. We have collaboratively requested and listened to input from Winnipeg citizens through public consultation sessions, written submissions, formal presentations and informal discussions. We have coupled this input with empirical data and worked closely together to develop this inspirational and practical road-map for the future.

This is intended to be a 'fluid' document that provides clear direction and establishes the foundation for organizational and operational decisions. It will be regularly reviewed and enhanced based on internal and external environmental changes.



# Our Planning Process

The Winnipeg Police Board and the Winnipeg Police Service do not approach strategic planning as an event that happens and is over, but rather as a process that develops into a system. This way we can ensure the plan is fluid and flexible enough to be modified and, more importantly, that the plan can provide the framework and direction for the overall operations of the Service. The process must also create the environment necessary to encourage commitment and support rigorous implementation.

We recognize that we cannot address the risk factors for crime on our own. The environmental context for planning is complex and includes several provincial and municipal government departments as well as community organizations. The Winnipeg Police Board and the Winnipeg Police Service have created this strategic plan that details where we are going and 'what' success looks like. The Service will detail the 'how' through its business plan.



# Our Vision: A Culture of Safety for All

Participants in our public consultations shared the Winnipeg Police Service's vision of together creating a culture of safety across the city, so that safe and secure communities are a reality for all residents, regardless of where they live, work and play. When we achieve this vision, community safety will be intrinsic to who we are and what we live and experience on a daily basis.

# Our Goals

***The Board and the Service have collaborated to establish the following four goals for the Winnipeg Police Service, toward achievement of this vision:***

- **Less crime and victimization**
- **Engaged communities**
- **Effective and efficient service**
- **A healthy organization**

The Board and the Service have also articulated performance indicators for each goal to track progress.

This plan sets out high-level strategic directions for the Service, which require new investment, reallocation of resources, special focus, or a new approach or way of doing business. While each strategic direction is listed under a single goal, several are mutually reinforcing and will contribute to the achievement of other goals as well.




Photo by Dan Neufeld

# GOAL 1: LESS CRIME & VICTIMIZATION

Winnipeg's crime rate has steadily declined in recent years. The violent crime severity index for Winnipeg declined over 37% in the five years 2009-13. In 2014, incidents of violent crime were 24% lower, and property crimes were 27% lower than the previous five-year averages. However, Winnipeg had the highest violent crime severity index and the second highest homicide rate of all census metropolitan areas in Canada in 2013. Winnipeg's Indigenous women and girls are murdered or go missing with disproportionate and unacceptable frequency. And while youth crime in Winnipeg is declining, Manitoba's youth violent crime severity index was the highest of all the Provinces in 2013, more than twice Canadian average, and is declining at a slower rate.

The most recent (2009) Statistics Canada data on criminal victimization reveals only about one-third of victimizations across the country are reported to police. This means that in its pursuit of improving public safety, the Winnipeg Police Service cannot rely entirely on crime rates to measure its workload or its success. Statistics Canada's estimate that just over one-quarter of all Canadians aged 15 and older were victims of crime in a twelve-month period highlights just how important reducing crime and victimization is to creating a culture of safety for all in Winnipeg.

Citizens who attended our public meetings expressed concern that they continue to feel unsafe in some areas of the City, especially the downtown and some parts of the North End. They challenged the Winnipeg Police Service to do more so that crime and victimization continue to decrease across all our communities. The Service is already implementing a number of strategies that are having a positive impact on public safety. The Board and the Service agree that they need to remain a priority.

### 1.1 Strategic direction: Strengthen pro-active policing through the Smart Policing Initiative

Leading police services throughout the world are becoming more effective and focusing their resources by adopting an evidence-based or "intelligence-led" policing model to identify violent, serious and repeat offenders, and high risk locations and vulnerable crime targets. This is accomplished by crime analysts who sift through data and information to identify trends and provide direction to our resources on the street. The Winnipeg Police Service has implemented its own "Smart Policing Initiative" and it is beginning to show results.

The effectiveness of this approach was clearly demonstrated by the tremendous success of the Winnipeg Auto Theft Suppression Strategy. Between 2001 and 2008, Winnipeg was the auto theft capital of North America; 20% of all crimes in Winnipeg were auto theft. By adopting a coordinated, comprehensive evidence-based strategy, focusing on prolific offenders with individualized deterrence and programming, and reducing the vulnerability of vehicles to theft through a compulsory immobilizer program, auto thefts were reduced over 80% from their peak.

The case has been made for the full implementation the "Smart Policing Initiative" across the Service over the next five years, in accordance with best practices in other jurisdictions. However, investments in additional civilian expert crime analysis staff and supporting information technology are necessary to do so.

As well as reducing crime and victimization, this strategic direction will also support achievement of effective and efficient service. In addition, the effectiveness of this approach will be increased through its integration with the strategic direction on collective action to prevent crime through social development, as shown by the success of the arson prevention strategy.

### 1.2 Strategic direction: Continue to focus resources toward a downtown safety strategy

The Service has had a downtown safety strategy in place since 2012. While progress has been made, we heard in our consultations that further improvement in residents' and visitors' sense of safety and security in the downtown area is needed. Winnipeg's downtown area is becoming a vibrant district with several major new developments and a growing population, but crime rates remain higher in this area than in other parts of the City. If a city's core area is not healthy, the health of the entire community is adversely affected. The Service will continue to make focused efforts to improve safety in the downtown area.

### 1.3 Strategic direction: Continue efforts to suppress gang activity and recruitment

Suppression of organized crime will remain a priority for the Winnipeg Police Service. The Service attributes its past successes at suppressing organized crime to its conscious and unwavering efforts to identify, monitor and reduce gang activity. The Service is focused on reducing gun and drug trafficking and inter-gang violence. The Service also works with social service organizations, schools, and the community to intervene in gang recruitment activities, and will expand these collaborative efforts. This strategic direction will also assist in achieving an engaged community.

### 1.4 Strategic direction: Increase the use of restorative justice and diversion programming

While community members with whom we spoke strongly supported the Winnipeg Police Service's work protecting the City from dangerous offenders, they challenged the Service to play a greater role in reducing recidivism among first-time and youth offenders who commit minor offenses and accept responsibility for their actions. In 2014, Manitoba enacted The Restorative Justice Act to promote alternatives to the traditional criminal prosecution process in appropriate cases. This legislation is expected to be proclaimed in force in the near future. To support achievement of the objectives of this new legislation, the Service will consult community partners and review its policy to guide officers' discretion in determining when diversion to a restorative justice program would be an appropriate alternative to the laying of charges. The Service will work with community partners to identify those persons who are in danger of becoming more involved in crime and to direct them to support services designed to deter them from future involvement. As well as reducing crime, this strategic direction will support the goal of an engaged community and in particular will be supportive of the strategic direction on crime prevention through social development.

## 1.5 Strategic direction: Focus efforts to improve traffic safety through enforcement and education

In 2013 in Winnipeg, there were over 8,300 victims of traffic collisions. In the whole of Manitoba in that year, distracted driving was a contributing factor in 33% of deaths caused by vehicle collisions; impaired driving was a factor in 22% of deaths, and speeding in 17%. The Winnipeg Police Service is committed to promoting public safety in all parts of Winnipeg, including its roads. Over the next five years, the Service will focus on enforcement and education, with special attention on these top contributing factors to collisions.

| HOW WILL WE KNOW | |
|---|---|
| **MEASURE** | **TARGET** |
| • Crime Severity Index | • 25% reduction by 2019 |
| • Violent Crime Severity Index | • 25% reduction by 2019 |
| • Citizen perceptions of safety | • Improvement in all districts, greater improvement in the North End and Downtown |
| • Implementation of "Smart Policing Initiative" | • Progressive development, complete by 2019 |
| • Percentage of police time spent on proactive policing and crime prevention activities | • 33% of General Patrol time is spent on proactive policing by 2019 |
| • Vehicle collisions due to distracted and impaired driving | • 25% reduction by 2019 |



# GOAL 2: ENGAGED COMMUNITIES

Achievement of a culture of safety will require enhanced engagement of the entire community; the Winnipeg Police Service cannot achieve this vision singlehandedly. Government agencies, non-government service providers, business owners and citizens all share the responsibility to create and maintain safe communities. The Winnipeg Police Service will work with its partners to improve public safety for all residents. It will play a leadership role in addressing the unacceptably high risks to the safety and well-being of Indigenous women and girls in Winnipeg.

## 2.1 Strategic direction: Lead collective action to prevent crime through social development

Research has shown that success in creating a safe and healthy community is achieved by being proactive and addressing the root causes of crime, rather than simply reacting to crime after it occurs.

Winnipeg's Indigenous population represents 11% of the City's population, the highest percentage of all Canadian urban centres. For over two centuries, the Indigenous community has experienced racism, colonization, residential school trauma, oppression and dispossession of land, language and livelihood. As a result, Indigenous people in Winnipeg are disproportionately exposed to the risk factors for victimization and involvement in crime.

Winnipeg's Indigenous residents are twice as likely to be victims of crime. Indigenous women are three times more likely to be a victim of spousal abuse. Indigenous children comprise about 85% of the children in care of social service agencies and about the same proportion of youth admitted to secure custody in the Province. Indigenous people comprise about 70% of Manitoba's prison population.

Over 17% of Winnipeg's population was not born in Canada. Many newcomers face common challenges including limited affordable housing, language barriers, racism, difficulty finding good employment, trauma and loss and unaddressed psychological issues and mental illnesses. Thus, newcomers are also more exposed to the risk factors for crime and victimization.

While the Winnipeg Police Service must continue to be vigilant in responding to crime and to hold offenders accountable, it is clear that simply continuing to criminalize marginalized groups is not enough to improve overall public safety outcomes. By embracing the philosophy of crime prevention through social development and engaging in partnerships with all levels of government, community organizations and families, together we can create a culture of safety for all.

The Service will work with its public safety and security partners to collectively develop a holistic, systematic and integrated approach to providing services to residents. In particular, the Service supports and participates in a pilot project of the Manitoba Government's Block-by-Block Initiative, called the Thunderwing project. Looking beyond the pilot project, the Service will support expansion of the initiative to additional neighbourhoods in accordance with an evaluation of its outcomes.

## 2.2 Strategic direction: Work with our partners to protect vulnerable persons

Our commitment to the inherent dignity and worth of all persons means we wholeheartedly believe that everyone deserves to be safe. To create a culture of safety, we need to understand the factors that put individual safety and security at greater risk, such as poverty, racism, addictions and mental illness. Together with its community safety and health partners, the Service will continue to further develop and implement strategies that will better protect vulnerable persons from violence and exploitation and address the support needs of victims.

Within the scope of this strategic direction, the Service will tailor its approaches as needed to address the particular circumstances of Indigenous women and girls. The Service will also remain committed to its partnership with the RCMP to operate a joint task force, called Project Devote, to investigate unsolved homicides and missing persons cases.

## 2.3 Strategic direction: Enhance communication, transparency and accountability

Public trust in the police service is essential to the provision of adequate and effective police services in general, and effective community engagement in particular. Communication, transparency and accountability are necessary to build and maintain that trust.

The Winnipeg Police Board and Winnipeg Police Service heard residents tell us they want more information about what and how our police services are being delivered and what results are being achieved. This desire for more and more timely information will increase awareness, understanding, transparency and accountability.

The Service will develop an external communication and outreach strategy that enables it to develop effective and efficient solutions consistent with community needs, values and expectations. This strategy will include giving quarterly updates to the Winnipeg Police Board on the Service's activities to solve cases of missing and murdered Indigenous women and girls and end violence against Indigenous women and girls. The Service will support the effective implementation of the new governance, accountability and community liaison roles of the Winnipeg Police Board. Toward further enhancing accountability and community trust, the Service will conduct a pilot assessment of the use of body-worn cameras.

## 2.4 Strategic direction: Enhance community relationships

The Winnipeg Police Service will aim to strengthen its community relationships so that citizens are aware of what the Service is doing to protect them and so all citizens consider police officers their allies in addressing events and issues that put their safety at risk. The Service will continue to communicate with grass-roots community safety networks to support their effectiveness and their members' safety. The Service will engage with these networks, empowering citizens to collaborate in local safety planning. The Service will further develop strategies and forums to improve engagement of the Indigenous and newcomer communities. In particular, the Service will support and participate in the work of the Indigenous Advisory Council to be established by the Winnipeg Police Board. The council will be composed of local Indigenous leaders, will advise the Board and the Service on Indigenous priorities for policing and crime prevention on an ongoing basis and will assist the Board and the Service with community outreach. The Service will also pursue further expansion of its school resource officer program, in partnership with the Province and school divisions.

## 2.5 Strategic direction: Continue to build a service that knows and reflects the communities it serves

During our consultations, citizens shared there have been a great deal of positive interactions and relationships developed between the Service and community. To emphasize that there is still room for improvement, citizens drew on the long history of strained relationships and mistrust between Indigenous people and those in the justice system. The Board, Service and Indigenous community shared a mutual desire to make real strides in enhancing communication and relationships.

Effective community engagement will require the Service continue to pursue greater understanding and representation of the communities it serves. The Service will strengthen its cultural awareness and sensitivity training for new recruits and existing officers, and will ensure that training is refreshed throughout their careers. Members of the community already assist in delivering some of this training; the Service will maintain these partnerships so recruits continue to benefit from, for example, being taught about Indigenous history, culture, and current issues from Indigenous people.

The Service will also enhance its efforts to diversify the staff complement of the service, with a special focus on recruitment from among the Indigenous community.

| HOW WILL WE KNOW | |
|---|---|
| **MEASURE** | **TARGET** |
| • Prevalence of violent criminal victimization | • 25% reduction by 2019 |
| • Citizen trust in the police service | • General increase, and reduction in differences between districts |
| • Citizen engagement in community safety initiatives | • City-wide growth in engagement |
| • Diversity within the Service | • Reflects the City's available workforce by 2025<br>• 15% of new recruits are Indigenous by 2017, and 20% of new recruits are Indigenous by 2019 |
| • A communications and outreach strategy for the Service | • Development of the strategy by the end of 2016 |

# GOAL 3: EFFECTIVE AND EFFICIENT SERVICE

The cost of policing has been steadily rising in Canada. Municipalities across the country are concerned that they cannot afford further growth at the rate police budgets have increased in recent years. As a result, there is mounting pressure for police services to become more efficient and effective.

The budget of the Winnipeg Police Service has grown by about 64% (adjusted for inflation) over the past decade, and its share of the total City budget has grown from 18.5% to 26.5% over this time period.

Despite a steady drop in reported crime rates, more and increasingly complex tasks and responsibilities for police services have been driving their costs upward. Calls for police response to matters that do not involve criminal charges have been rising, meaning police officers spend more time attending to disturbances, well-being checks, youth runaways and persons in crises due to mental health or addiction problems. The Winnipeg Police Service responded to over 200,000 emergency calls for service in 2014, an increase of about 32% over the past 7 years. Requirements to maintain order and security at public gatherings have also increased. The emergence of terrorist threats and cross-jurisdictional organized crime and cyber-crime has placed new demands on local police services. Changes in the law have substantially increased the complexity and time demands of properly handling criminal investigations and prosecutions. Increasing accountability and transparency requirements to ensure good governance have also contributed to the growth in police workload. The salaries of the officers who perform this increasingly complex work are set by collective bargaining agreements that are sometimes settled through arbitration. Salaries and benefits constitute roughly 85% of the Service's annual operating budget, and they are increasing at a rate that exceeds inflation.

The Board and the Service are sensitive to residents' expectation of effective police services that offer good value. Over the next five years, the Service will implement strategies to maintain and improve its service, while ensuring its ongoing affordability.

### 3.1 Strategic direction: Ensure the right people are in the right jobs in the right number

The Service will examine its resource requirements, structure and functions in order to develop and implement a new, comprehensive staffing and deployment strategy. This strategy will ensure resources are aligned with priorities and that the right people are employed in the right positions and in the right number. The strategy will ensure that our deployments maximize the talents of our employees and the effective and efficient delivery of our service.

The Service is committed to increasing the use of civilian staff and auxiliary cadets. Their expertise can make police initiatives more effective and their assistance can increase the amount of time sworn officers are able to spend on patrol, investigations, and other duties for which they are uniquely qualified. By ensuring each position is filled by appropriately qualified staff and that the Service makes the best use of its specially-trained officers, we can improve the effectiveness and efficiency of the Service. Toward this end, as an initial component of its new staffing strategy, the Service will assess positions throughout the organization to identify candidate positions for civilianization.

## 3.2 Strategic direction: Implement innovative technologies

The Service needs to invest in its information technology to be able to replace obsolete equipment, and to capitalize on information technology solutions that improve efficiency and quality of service. The Service will review its long-term plan that addresses the priorities, budgeting and timing of the investments it will make.

In particular, the Winnipeg Police Service needs to invest in its 9-1-1 solutions so that Winnipeggers will continue to have reliable, uninterrupted access to emergency dispatch. Technology upgrades in this area will improve the quality of service as well. Other areas for investment will include the pilot project to test the use of body-worn cameras, a system for issuing traffic tickets electronically to save officers time writing tickets by hand, a state-of-the-art case management system, a new radio communication system, building video surveillance systems, and a new data warehouse and enhanced crime analysis.

## 3.3 Strategic direction: Instill a culture of continuous improvement

The Winnipeg Police Service will implement a culture of continuous improvement throughout the Service so that every action it takes will efficiently and effectively support achievement of its objectives. The Service will look to the world of private industry to find and implement the best practices for ensuring "lean" service delivery to the citizens of Winnipeg.

The Service will develop annual business plans to implement the strategic directions set out by the Board, and will specify its objectives and key performance indicators in those plans.



### 3.4 Strategic direction: Collaborate to reduce the demand for non-core policing activities

Extensive policing resources are being expended to deal with families who are in crisis and individuals who have mental health, medical and substance abuse issues, as well as missing persons and runaways. Optimum solutions for these types of social issues require the collaboration and action of numerous government and community organizations as well as the community itself over long periods of time. While police officers will inevitably be the first responders to these situations, other types of preventative or responsive assistance are also needed. With approximately one-half to two-thirds of all calls for service related to these types of situations, there is limited opportunity for police officers to engage in pro-active policing activities.

Police officers often spend many hours waiting to testify in court proceedings, driving up overtime costs. Improved planning and coordination in the criminal justice system may prove beneficial to all components of that system.

The Winnipeg Police Service and the Winnipeg Police Board will work on an ongoing basis with a roundtable of senior representatives of all levels of government, to identify the optimal role for each to ensure the right resources are supplied at the right time by the right agency.

| HOW WILL WE KNOW | |
|---|---|
| **MEASURE** | **TARGET** |
| • Police Service budget | • Increases at or less than inflation 2017-2019 |
| • Operating cost per capita | • National average of major police services |
| • Police strength per capita | • Target to be defined by 2017 after complement review |
| • Proportion of sworn officers to civilians | • Civilianization plan to achieve national average of major Canadian cities completed by 2017 |

# GOAL 4: A HEALTHY ORGANIZATION

The sworn officers and civilian members of the Winnipeg Police Service are the people who provide front-line services to the community, and who make innovations in policing have an effect on the ground. They will need technology, equipment, suitable facilities, training and support in order to do their jobs to the standard to which they hold themselves, and which the community expects, too. The Board is directing the Service to develop and implement strategies to strengthen the health, well-being, capabilities and professionalism of its members and of the organization as a whole.

### 4.1 Strategic direction: Enhance training and professionalism in the Service

The Winnipeg Police Service has a thorough program of training for its recruits. Over the next five years, it will improve training by identifying and addressing areas where new information and approaches are available. It will also find new ways to refresh training for experienced officers to facilitate their continuous improvement, and to provide all members with opportunities for professional development.

### 4.2 Strategic direction: Enhance employee safety, health and wellness

Police work is demanding, for both sworn officers and civilian staff. The Winnipeg Police Service seeks to attract and retain dedicated and qualified members by providing rewarding careers and robust support systems.

The Service will focus its efforts on developing and enhancing its personnel by providing support systems to ensure a proper work/life balance, to manage work-related stress, and implement an early intervention system to promote mental health and well-being for all members.

| HOW WILL WE KNOW | |
|---|---|
| **MEASURE** | **TARGET** |
| • Early warning intervention system database | • Database created and fully functional by 2019 |
| • Comprehensive training needs assessment | • Completed and implementation started by 2019 |
| • Behavioural health strategy | • Fully implemented by 2019 |


POLICE




**Winnipeg Police Service**

Winnipeg Police Board