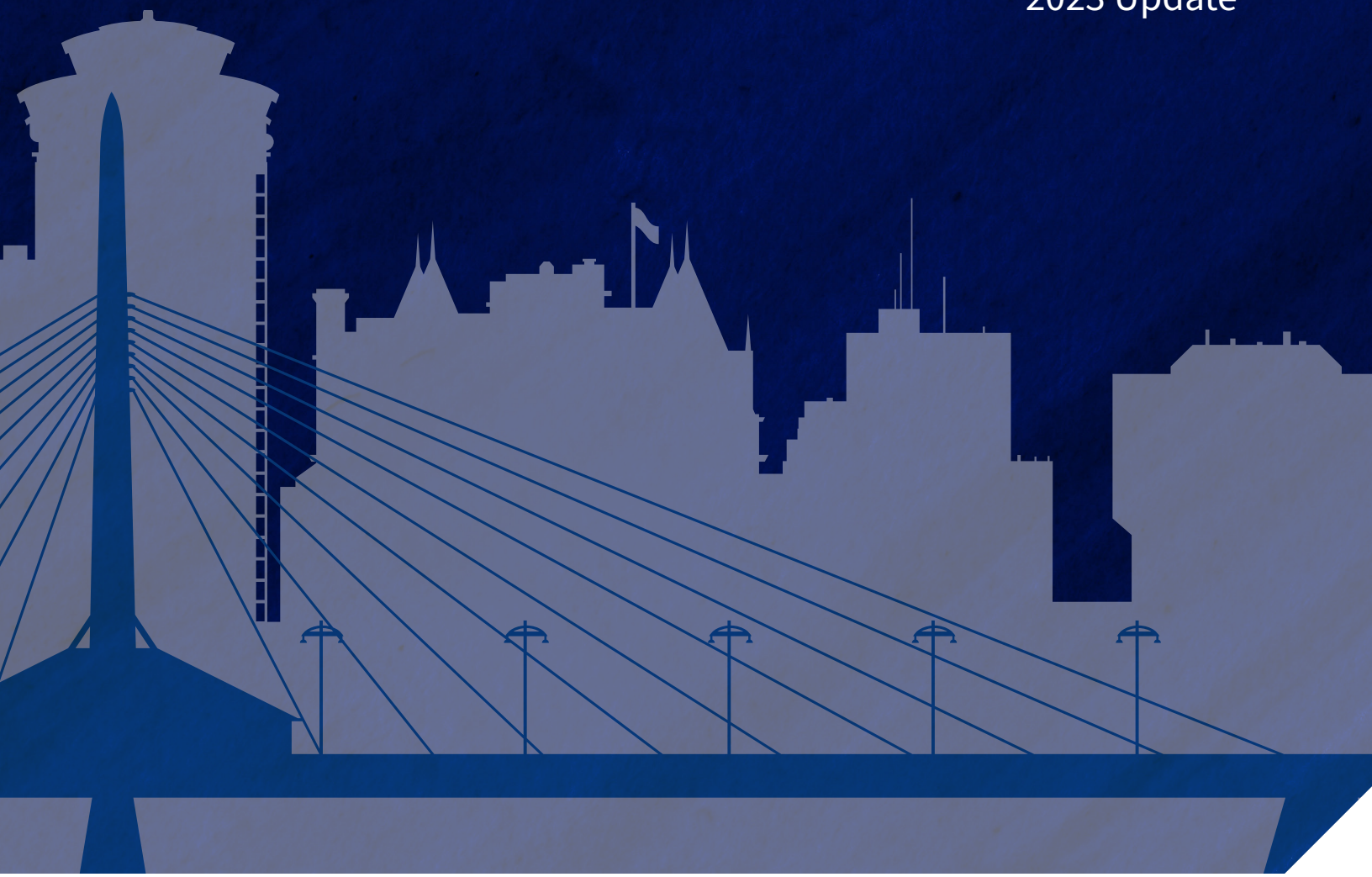
Winnipeg Police Board

Winnipeg Police Service

STRATEGIC PLAN 2020-2024

A Culture of Safety For All

2023 Update





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Our Vision

A CULTURE OF SAFETY *FOR ALL*

Our Mission

Build safe and healthy communities across Winnipeg through excellence in law enforcement, protection and crime prevention.

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

Winnipeg Police Board

OUR GOALS AND STRATEGIES

1. PROTECTION AND CRIME PREVENTION

- Promote road safety and driver responsibility
- Promote safety of downtown and other at risk neighbourhoods
- Prevent and disrupt gang and illicit drug activity

2. COMMUNITY PARTNERSHIPS

- Promote communication, transparency and accountability
- Foster relationships, partnerships, understanding and trust to build confidence in police
- Referrals to restorative justice and diversion programming

3. EFFECTIVE AND EFFICIENT SERVICE

- Collaborate to reduce the demand for police response
- Explore innovative technologies
- Instill a culture of continuous improvement

4. HEALTHY ORGANIZATION

- Enhance training and professionalism in the Service
- Focus on employee safety, health and wellness





INTRODUCTION

A Strategic Plan is used to guide operational decisions and requires routine reporting be provided to indicate whether or not actions align with the plan's goals and directions. The Winnipeg Police Board (Board) provides civilian governance and oversight of the Winnipeg Police Service (Service) through both a five-year strategic plan and by monitoring and evaluating the performance of the police chief. It is the Board's role to set the strategic direction for the overall operations and delivery of policing services. The five-year plan is reviewed on an annual basis considering the following information:

- statutory duties of police officers – actions that the police are obliged to follow under the rule of law;
- demand for service – includes calls for service from citizens and pro-active actions aimed at crime prevention or public safety response;
- evidence/data about the environment that we live, work and play in – factors that are described in the Board's environmental scan
- public consultations and delegations to the Board;
- the City of Winnipeg 25-year development plan, 'Our Winnipeg 2045';
- the 2022 Winnipeg Police Service Citizen Survey information;
- the City of Winnipeg Citizen Survey (2022);
- non-police strategies aimed at health and safety such as the City of Winnipeg Poverty Reduction Strategy, the United Way's 211 Manitoba services, the Downtown Community Safety Partnership, Main Street Project, St. Boniface Street Links and others;
- opportunities for multidisciplinary responses to police calls for service, such as the Alternative Response to Citizens in Crisis initiative
- quarterly and ad hoc reports on strategic/business targets, risks and opportunities and the policing budget; and
- research and jurisdictional information on promising and best practices in police governance through the Canadian Association of Police Governance.

The plan sets out the strategies that capture the Board's understanding of the needs, values and expectations of the citizens of Winnipeg regarding public safety.

The Service creates an annual Business Plan that identifies specific actions to address the strategic priorities directed by the Board, what will be measured and the context for the performance measurement. Progress is reported to the Board on a quarterly basis. There are currently over 80 performance indicators provided in the Business Plan.

ROLES AND RESPONSIBILITIES

The Role of the Board

Provide civilian governance of the Service by:

- Receiving training and support to understand the demands on policing and the resources required to deliver adequate and effective policing
- Ensuring that community needs, values and expectations are reflected in the strategic plan through ongoing communication and consultation with residents and community groups
- Setting the strategic priorities for the Service
- Recommending estimates and then allocating the Council-approved policing budget
- Recruiting the police chief and evaluating their performance
- Receiving reports on how the priorities are supported and the progress toward the vision of a culture of safety for all

The Role of the Chief

Provide executive leadership to the Service by:

- Leading the effective management, administration and operation of the Service
- Implementing the strategic priorities through an annual Business Plan
- Demonstrating public accountability by providing the Board with quarterly and ad hoc reports on targets and measures that are in the annual Business Plan
- Reporting to the Board throughout the year on budgets, emerging issues, innovation, major risks, and critical incidents
- Stewardship of financial and human resources

The Role of the Service

Provide policing services to the citizens of Winnipeg through:

- Professional commitment to a culture of safety for all through a positive bias free approach in its dealings and recognition of the rights of all individuals
- Education, crime prevention, protection, intervention, enforcement and investigation

The Role of the Citizens of Winnipeg

Promote and support a culture of safety for all by:

- Being partners in your community
- Reporting crime – see it, say it
- Respecting and valuing policing services

WHAT DID WE HEAR?

In 2020, as a world pandemic took hold, the Board launched a new five-year strategic plan (2020-2024). The plan is reviewed on an annual basis and as we enter year four of this plan (2023), the effects of the pandemic are still unfolding. Public discourse about safety is varied and relies upon many different conventional and non-traditional views of what safety looks like. The Board heard from groups such as the Police Accountability Coalition, Police Free Schools and the Winnipeg Executive Association as well as business owners and community advocates. The Board met with representatives of the Downtown Community Safety Partnership and St. Boniface Street Links to better understand how their organizations are providing services to community members in need. Safety was at the centre of the conversation when Board members attended a meeting of the McPhillips Business Network on crime that is affecting their businesses. Opportunities for the public to engage with the Board include attending public meetings (in person or virtually), the Board's website, surveys, via phone and correspondence (email or letter) on issues within the Board's jurisdiction.

Awareness of the impact of racism and bias on our community and its institutions continues and citizens emphasized the importance of fair and respectful policing. The Service has been addressing the issue and is promoting awareness to increase understanding through education and communication. Partnerships will continue to be key to all aspects of safety.

Public safety is a shared responsibility and residents can be involved in improving personal and community safety by education. Training sessions, forums and similar interactions with the Service will be hosted in accessible environments. The public can access information on safety tips, crime statistics and Service events via media releases and through social media. Effective partnerships and positive working relationships must be developed and strengthened in order to build enduring solutions and increase trust between the police and the public. The Service's Superintendent of Community Engagement position has been created to enhance community engagement and the Superintendent will work with the community to understand expectations and values of all sectors.

The public expects the police service to be professional and well trained. To do that, members must have a supportive work place to deal with wellness issues as they arise and trust that their needs will be met. The Board receives updates on the actions taken to address concerns raised by members of the Service, sworn and civilian in the WPS Mental Health and Workplace Culture Survey. The Board is committed to seeing changes made and supporting the work to overcome the challenges shared by the members.

It is every person's right to be treated fairly. Fair, non-discriminatory and equitable complaint processes are critical for accountability and public trust. The requirements for this are set out in the Board's Bias-Free Policing Policy. Through its *Bias Free Policing and Professional Standards Report*, the Service reports on its compliance and the nature and outcome of complaints made to the Professional Standards Unit. These are important accountability mechanisms that are valued by the community. The Service also reports on: community relationships, pre-charge restorative justice diversions, public education, training, budgets, capital projects, citizen satisfaction on numerous policing/safety perceptions and citizen trust and confidence.

WHAT DO WE KNOW?

Demand and Expectations

The demand for services is a factor in the establishment of the current strategic objectives. The volume of demand for service continues to increase each year. In 2022, there were 713,093 calls for public safety services (police, fire and paramedic). Policing is largely responsive work and there is a strong public expectation that safety issues will be addressed by police. In 2023, the trend in demand for services is anticipated to continue upward.

The Service continues to innovate in both technological and service delivery models. According to the 2019 Bloomberg Harvard City Leadership Initiative Report, a large number of 911 calls relate to non-emergent issues. In 2022, there were 22,921 calls requesting a check on the well-being of a citizen. Using a multidisciplinary approach, the goal is to provide a response to certain events that will more closely align with the needs of the caller and reduce the demand for police responses. For example, the Service will continue a partnership with Shared Health to deliver the Alternative Response to Citizens in Crisis program. Police will continue to attend in response to reported public safety issues whether criminal in nature or not. The evaluation of successful pilot programs and how to introduce scalability will continue to be discussed with primary service providers and all levels of government in the context of partnerships.

The Board will continue to direct that meaningful partnerships be developed aimed at enhancing community wellness and working toward addressing some of the most pressing factors that impact public safety. Maximizing partnerships and recognizing opportunities to innovate are goals of Community Partnerships and Effective and Efficient Service. Work will continue to provide connections to services that will promote public safety by addressing health-related issues and supporting wellness where appropriate.

External Accountability

The Board receives an annual *Use of Force Report* from the Service and the report is published on the City of Winnipeg Decision Making Information System. Many legal and ethical checks and balances are in place to safeguard the public interest and ensure the accountability of police in regard to use of force, including the *Criminal Code of Canada, The Police Services Act*, Professional Standards Unit, Manitoba's Law Enforcement Review Agency and the Independent Investigation Unit. The Board holds the Chief to account for a Healthy Organization. That includes training, reporting on professional development initiatives and reporting on complaints related to bias annually in the *Bias Free Policing Report*.

Communication

The Service maintains a social media presence on major platforms and regularly creates information bulletins and media releases on challenges, successes, campaigns and other items of interest to the public. In addition, the Service publishes regular informational articles on aspects of policing under the heading "Tried and True" using the 'Substack' platform. Topics have included policing tools, governance structures, police stories (by police) and history. Facebook Live and YouTube briefings are produced by both the Public Information Office staff and the Chief of Police. To increase communication and transparency, the Service provides two online tools, a "Calls for Service Map" and "CrimeMaps". These

provide information on calls for service, which includes 911 and non-emergency calls, officer-initiated events, in-person reports and online reports, and verified crime, as well as the volume of activity, for each neighborhood. These tools have been widely used and increase the opportunity for the public to have access to information on what is happening in their community and in the city. At a high level, the maps contribute to accountability by displaying the types of issues police are attending to.

Policies and Procedures

Per the Board's Law Enforcement Accreditation policy, the Service must comply with standards set out by the Commission on Accreditation for Law Enforcement Agencies (CALEA). The program sets out and monitors internationally accepted policing standards. The Service has subscribed to this accreditation program since 1989. The Service was reaccredited in November 2021. This affirms the Service's commitment to law enforcement excellence and continuous organizational improvement. The Board receives quarterly reports on the Service's progress to maintain CALEA accreditation. The Winnipeg Police Service has contributed to the development of policing standards for Manitoba as the provincial government works to update the policing legislation.

Fiscal

The Board, in collaboration with the Service, allocates funds granted to the Service by Council, in order to address the needs, values and expectations of the community. Council adopted a multi-year balanced budget (2020-2023) to balance service needs and fiscal stability while developing a plan to support investments in the infrastructure and services required to support sustainable growth. Immediate changes to the policing budget in 2020 occurred due to budgeted pension savings that could not be realized. In 2021, a further adjustment related to the pension actuarial valuation was required. These shortfalls were allocated to the Service's expenditure management target. In the 2022 Service Citizen Survey, 37% of respondents felt that the Service was underfunded and 30% felt that the Service was adequately funded.

CURRENT EVENTS

A rise in reports of violent crime, a consistently high homicide rate, systemic racism, inadequate housing stocks, economic insecurity all remain the backdrop of public discourse on policing and many other social issues. As a result, public trust and confidence in established institutions is reportedly low. The Board's expectation is that the Service will continue to provide professional, unbiased policing and work to improve public trust and confidence in the police. In an effort to increase accountability and calls for improvements that demonstrate inclusivity and respect for diversity, specific activities are ongoing to ensure that the values of the Service are modeled by all members.

WPS 2022 CITIZEN SURVEY KEY FINDINGS

The bi-annual WPS Citizen Survey (2022) was conducted by an independent agency and provides statistically valid data in regard to citizens' perspectives. The survey is comprehensive, addressing crime, safety, views of the Service itself, including public opinion on the funding currently provided by City Council.

For ease of reference, highlights of the 2022 survey are included below. The full survey results can be viewed on the Board's website at the following link: 2022 Winnipeg Police Service Citizen Survey

Safety Perception

- 73% believe crime increased over the past year – this is consistent with 2019
- 43% believe crime has increased in their neighbourhood as opposed to outside of their neighbourhood – meaning there is a belief that crime has increased elsewhere in the City
- 94% feel safe/very safe walking in their own neighbourhood in the daytime – an increase of 1%
- 59% feel safe/very safe walking in their own neighbourhood at nighttime
- Property related crimes and drug use are reported to be the most serious problems

Downtown Safety

- 44% feel unsafe/very unsafe walking downtown alone in daytime (increase of 8%)
- 49% of females feel unsafe in daytime, compared to 38% of males
- 90% feel unsafe/very unsafe alone after dark (increase of 2%) Men feel increasingly less safe downtown

Right Size

- 49% indicated there are too few officers, 8% indicated there are too many and 32% considered that the current complement is about right

Traffic

- Photo radar approval rating is consistently high with support steadily increasing since inception of the program in 2013. School zones are highly approved at 81% (a slight increase from 79% in 2019)
- 63% of respondents believe police should continue with current level of traffic enforcement and 25% believe that police enforcement should be stricter than in the past.

Funding

- 30% feel the Service is adequately funded, 37% under-funded, and 19% feel it's over funded

Quality

- 55% indicated the overall quality of policing is excellent or good. Of those that indicated good/excellent, 67% were 55+ years old. Notably, the rating fell to 41% (good/excellent) in the inner city.
- Decline of 9% from 2019

Trustworthy

- 64% indicated the Services does a good or excellent job of being trustworthy - a decline of 2%

Confidence, Professionalism, Courteousness, Fairness – *similar results to Trust*

EXTERNAL AND ENVIRONMENTAL FACTORS

The services delivered by police are influenced by a host of factors, including growth and diversity of the city's population, funding and resource allocation, advancements in technology, and crime trends. Each year, the Board prepares an environmental scan to describe some of the conditions and issues that define the environment for policing in Winnipeg. The trends outlined in the Board's report are considered as strategic priorities are developed.

The most recent environmental scan can be found on the Board's website in the Board Publications. LINK.

REPORTING TO WINNIPEG

To be effective and accountable, the Board must report publicly to Winnipeg citizens and continue to receive input from community members on values and expectations. The five-year plan is a fluid document and is reviewed on an annual basis to ensure that it continues to resonate with Winnipeg residents. The Service provides a range of reports on standards, compliance with Board policies and public interaction, as well as statistical and financial reports to demonstrate its performance. The Board shares this information with the public quarterly and gives direction to the Chief to support the plan on a regular basis.

PERFORMANCE INDICATORS

The Chief of Police is accountable to the Board for implementing the strategic plan. The annual Business Plan sets out the actions that the Service will take to implement the strategies, as well as metrics that are specific to each strategic direction. Updates are made to the annual Business Plan that reflect developing issues as well as the long-term strategic goals. In 2022, managing public events, including protests, was added to the Business Plan as a result of a dramatic increase in such events. The Chief of Police reports publicly to the Board on the WPS Business Plan on a quarterly basis. No other employee of the city is subject to this level of public scrutiny.

GOALS

The Board has set the following strategic objectives for 2020- 2024:

- **1. Protection and Crime Prevention**
- **2. Community Partnerships**
- **3. Effective and Efficient Service**
- **4. Healthy Organization**

GOAL ONE | Protection and Crime Prevention

Citizens want to feel safe. Whether it is in their own neighbourhood, where they work, shop, visit or during their daily commute.

The Service delivers initiatives aimed at neighbourhood issues as they arise or when patterns are observed. Information on reported public safety concerns will be provided to the public using CrimeMaps and Calls for Service Maps available on the Service website. LINK. There is continued support for promoting driver responsibility and traffic enforcement. Partnerships to deliver on targeted campaigns such as “Just Slow down” will continue.

The strategic directions for this goal are:

- Promote road safety and driver responsibility
- Promote safety of downtown and other vulnerable neighbourhoods
- Prevent and disrupt gang and illicit drug activity

GOAL TWO | Community Partnerships

Partnerships, engagement with the community and communication are key tools to create greater public safety. Working with community change makers delivers better outcomes for health, housing, food security and poverty reduction. These are core elements of safety. The Service actively seeks partnerships aimed at improving safety. The Service will continue to demonstrate its commitment to inclusiveness and bias-free policing. The Service will support efforts to modernize data collection that will inform relationships with Indigenous and racialized community members.

The strategic directions for this goal are:

- Promote communication, transparency and accountability
- Foster relationships, partnerships, understanding and trust to build confidence in police
- Referrals to restorative justice and diversion programming



GOAL THREE | Effective and Efficient Service

Delivering police services that meet the needs of citizens requires the Service to adapt to changes in the environment. There is a growing consciousness that the elements of safety related to health, economic security including food and housing and social supports contribute to how effective public institutions can be. Leveraging meaningful government and community partnerships to improve service delivery will improve capacity to respond effectively. Technologies and legislation continue to evolve and public expectations remain high that policing will remain abreast of these shifts in order to meet the demands for service.

The strategic directions for this goal are:

- Collaborate to reduce the demand for police response
- Explore innovative technologies
- Instill a culture of continuous improvement

GOAL FOUR | Healthy Organization

A healthy police service looks after the well being of its members. It is recognized that policing is challenging. The leadership of the Service is implementing real organizational change in partnership with the membership and the Winnipeg Police Association (WPA) and Winnipeg Police Senior Officers Association (WPSOA) to improve employee engagement, morale and ownership of the delivery of policing services. A joint WPS/WPA/WPSOA Member Mental Health and Workplace Culture Survey was conducted in early 2021 and the Board received a presentation on the results. Immediate steps were implemented to respond to the survey and work continues to action the recommendations to address issues important to the members.

The strategic directions for this goal are:

- Enhance training and professionalism in the Service
- Focus on employee safety, health and wellness

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