



2015 Business Plan

Message from the Board Chair

I was honoured to be appointed Winnipeg Police Board Chair in November 2014. The Board as an entity is still very young, so 2015 will be busy as we further develop the structures and policies we will need to fulfill our mandate.

It is my pleasure to present the 2015 business plan for the Winnipeg Police Board. This is the first business plan that the Board has developed since it was created in 2013, and it represents a new level of public transparency and accountability.

This business plan identifies three goals that the Board will pursue in 2015 and beyond:

1. Maintain and promote public confidence and trust in the Winnipeg Police Service
2. Achieve excellence in civilian governance through a framework that ensures police service excellence
3. Establish and maintain meaningful public engagement and promote partnerships for an integrated approach to public safety

The plan also sets out the strategies and objectives the Board will implement in 2015 as part of its pursuit of those goals. The Winnipeg Police Board and the Winnipeg Police Service are working together to produce a strategic plan that reflects their shared mission and priorities. However, this business plan is specific to the Winnipeg Police Board. The goals, strategies, and objectives of the business plan are complementary to those we will advance in our strategic plan. The Winnipeg Police Service will develop a separate business plan for its own operations.

The Board has decided to formalize and publish its plan for 2015 as a way of engaging citizens. The Board is committed to ensuring police services in Winnipeg are provided in accordance with public needs, values, and expectations. Interested citizens are encouraged to contact the Board about the contents of this business plan or with concerns regarding public safety and law enforcement in Winnipeg. The Board can be contacted at

<http://winnipeg.ca/shared/htmlsnippets/MailForm.asp?Recipient=wpb&Title=Winnipeg%20Police%20Board> or at 204-986-8690.

Scott Gillingham
City Councillor
St James-Brooklands-Weston ward
Chair Winnipeg Police Board



Board Mandate

The Winnipeg Police Board was established by City of Winnipeg By-Law 148/2012, in accordance with Province of Manitoba's *Police Services Act*, which was enacted in 2009. This legislation established a framework for civilian governance and oversight of police services, in order to improve transparency and accountability in the delivery of policing services. The provisions of the Act related to civilian governance were proclaimed in force on June 1, 2012, and the Board's inaugural meeting was held in June 2013.

The Board must establish priorities and objectives for the Winnipeg Police Service and policies for its effective management. The Board must ensure that the Police Chief establishes programs and strategies to implement the priorities and objectives it has established. And it must ensure that community needs and values are reflected in policing priorities, objectives, programs, and strategies, and that police services are delivered in a manner consistent with community needs, values and expectations. The Board also acts as a liaison between the community and the Winnipeg Police Service. Annually, the Board shall conduct public consultations in locations throughout the City, to solicit community input on public safety issues and priorities.

The Board is required to assist Council in developing the City budget by providing an estimate of the costs of providing adequate and effective policing services and any additional information necessary to enable Council to assess the financial requirements of the Police Service. City Council is responsible for establishing the total budget of the police service; the Board is responsible for allocating the funds provided in the budget.

Under *The Police Services Act*, the Board is responsible for appointing the Police Chief and evaluating his or her performance. Responsibility for the day-to-day operations of the Police Service rests with the Police Chief. The Board may give orders and directions to the Police Chief, but not to other police officers, and may not give orders or directions on specific operational decisions, individual investigations, or the day-to-day operations of the police service. The Board also has no role with respect to the discipline or personal conduct of any police officer other than the Chief, and is not entitled to any information about individual investigations or intelligence files.

In addition to mandating the role and activities of police boards, *The Police Services Act* outlines the responsibilities and powers of municipal police services, which must operate under the general direction and supervision of their respective police boards. The Act holds the police chief accountable to the police board for carrying out the responsibilities of the police service and managing, administering and operating the police service in accordance with the priorities, objectives and policies established by the police board.

Although the Board has the authority to appoint the Police Chief and police officers, the City is deemed to be the employer of the Chief and other police officers, and is responsible for setting their pay and benefits.

Board Goals

The Winnipeg Police Board has three goals that it will pursue on an ongoing basis:

1. Maintain and promote public confidence and trust in the Winnipeg Police Service
2. Achieve excellence in civilian governance through a framework that ensures police service excellence
3. Establish and maintain meaningful public engagement and promote partnerships for an integrated approach to public safety

These goals capture the mandate and purpose of the Board. To further its pursuit of these goals, the Board has identified specific objectives it will meet in 2015 that will allow the Board to build a strong foundation for all of its subsequent work, paving the way for the Board to work with the Police Service and its other partners to improve strategic planning, budget development, and reporting each year. Meeting these objectives in 2015 will transform the Board from an organization in its infancy into one of the most effective police governance bodies in Canada.

This business plan for the Winnipeg Police Board lists the objectives the Board will meet in 2015, connecting each objective to one of the Board's three key goals.

1. Maintain and promote public confidence and trust in the Winnipeg Police Service

The Winnipeg Police Service depends on the trust and cooperation of the community to prevent crime, enforce laws and promote public safety. This is true for all police services, and is held to be one of the core principles of policing. The Winnipeg Police Board has a role to play in building public confidence and trust in the Winnipeg Police Service because the Board is mandated to bring community perspectives to the attention of the Police Service, and to consider them when setting priorities for the Police Service.

The Board has implemented a process for inviting public input on police services by allotting time in regular public meetings for concerned citizens and organizations to raise issues relevant to the Board's mandate. The Board also reaches out to community members in a variety of forums. Finally, it promotes transparency and accountability by imposing reporting requirements on the Police Service and holding the Chief of Police accountable for the Police Service's operations and conduct.

Strategy: Provide accountability and transparency

The Manitoba Police Commission directs police boards in Manitoba to promote accountability and transparency in all of their activities, including reporting and communication with the public. A core function of the Board is to ensure, on behalf of the public, that the Police Service reports on, justifies, and answers for its activities.

Objectives:

- Hold the Chief of Police accountable for the Police Service fulfilling its legislated reporting requirements and Board requests for information
- Publish Board policies, including policies for the effective management of the Police Service, on its website so that the public has the opportunity to review and comment on them as they are completed
- Report annually on top risks the Board and the Police Service are tackling (these risks will be discussed generally and never in a way that could compromise sensitive information or the safety of members of the Police Service)

Strategy: Develop focused and consistent communications with the public

The Board serves the public, and has a responsibility to give citizens opportunities to express their needs, values, and expectations. The Board therefore needs to promote public awareness of its role, and notify citizens of the ways they can engage with the Board.

Objectives:

- Create and publish a communications plan that outlines the key messages the Board wants to communicate to the public and the strategies it will use to connect with Winnipeggers and receive public input
- Implement the communications plan by using community meetings, paid advertisements, social media and other forums to increase awareness
- Collect data on the effectiveness of the communications plan so it can be revised accordingly

Strategy: Build a productive relationship with the Winnipeg Police Service

The Board depends on the experience, expertise, and informational resources of the Police Service in order to make informed decisions regarding the priorities and performance of the Police Service. Members of the Police Service are in an ideal position to identify realities and trends relating to crime and law enforcement in the city because of their frontline experience. The Board's seven members cannot match the collective expertise in these areas that the Police Service's almost 2000 members have, so it is essential that the Board collaborate with the Police Service in order to facilitate the open exchange of information. For their part, Board members offer the Police Service the perspective of committed and informed civilians with experience in governance, finance, social services, public safety, and community wellness. Board members can raise issues that matter to the community, and can help to bring members of the community and the Police Service together for dialogue about their values, concerns, and priorities.

The experiences of police boards across Canada have shown that productive relationships between police boards and police services take time to develop and then need to be maintained. In 2015, the Board will take steps to build a relationship with the Police Service from which both organizations can benefit.

Objectives:

- Solicit and address Police Service input on policies, the environmental scan, the strategic plan update, and other projects
- Hold regular, private meetings between the Board and the Chief of Police to explore key priorities and issues and exchange information and advice

2. Achieve excellence in civilian governance to ensure police service excellence

The Winnipeg Police Board is mandated to provide civilian governance for the Winnipeg Police Service. The value in having an external body composed of civilians establish priorities and objectives for a police service is that it promotes accountability and transparency. It builds opportunities and requirements to consider public needs, values, and expectations into the policy development, strategic planning, and budgeting processes.

In 2015, the Winnipeg Police Board will take its place as one of the most effective and innovative police boards in Canada by establishing the remaining frameworks and processes that will support excellence in governance and observing its annual reporting and budgeting requirements.

Strategy: Collaboratively develop policies for the effective management of the Winnipeg Police Service

The Board is mandated to provide the Police Service with policy direction that identifies priorities and ensures police services are adequate and effective. The Police Service may have policies that cover the same topics as Board policies, with more tactical information for their members with regard to policy implementation. However, the Police Service's policies will need to be consistent with the Board's so that all policies conform to public needs, values, and expectations. Board policies will emphasize the responsibilities of the Police Service and its members, and the importance of public safety and accountability. It will develop these policies in consultation with the Police Service, whose expertise will enable the Board to make informed decisions about how the policies it adopts can result in desired operational outcomes. Once adopted, the Board will review its policies on a regular basis to confirm they are effective and to improve them where possible.

Objectives:

- Develop a process for drafting policies that includes capturing the lessons of other police boards and the input of the Police Service
- Develop a process for reviewing, approving, and publishing policies
- Adopt the Board's first manual of policies for the effective management of the Winnipeg Police Service
- Set a schedule to ensure Board policies are reviewed – and revised, if necessary – on a regular basis

Strategy: Promote the financial sustainability of the Winnipeg Police Service

The Board is sensitive to the public's expectation that the Winnipeg Police Service provide good value for the public dollars it receives. As police budgets increase each year across Canada, the public demands assurances that police services are deploying their resources responsibly, and that increased investments in police services result in improvements to their capacity, efficiency, and effectiveness. The Winnipeg Police Service is consuming a progressively larger share of the City of Winnipeg's annual operating budget – 8% more than it did just ten years ago. The Board recognizes that this trend cannot continue indefinitely, and will continue to work with the Police Service to recommend and allocate budgets that emphasize good value to the public.

Objectives:

- Work with the Police Service to allocate its 2015 budget
- Work with the Police Service to provide the City of Winnipeg with a recommended estimate for the Police Service's 2016 budget
- Identify best practices and innovations related to the economics of policing and community safety through engaging with the Canadian Association of Police Governance and other bodies

Strategy: Adopt enterprise risk management practices

The Board is sensitive to strategic risks – those issues or events that could impede the success of the Police Service's strategic plan. Generally speaking, these include risks that could impact any of the following:

- The safety and well-being of sworn officers and the members of the community they serve,
- The overall effectiveness and efficiency of the Police Service,
- The ability of the Police Service to operate within its budget, or
- The reputation of the Police Service and public confidence in it.

The Board has a responsibility to hold the Police Service accountable for performing sound risk management, and will support and collaborate with the Police Service to manage risk. In addition, the Board faces its own risks. It will require its own risk management framework to promote sound fiscal management and to protect public confidence.

Objectives:

- Hold quarterly meetings of the Risk Management and Audit Committee where issues can be discussed and reports from the Police Service can be received
- Oversee and provide general direction to the Police Service in the development of a risk management policy and a risk management plan in accordance with Part V of the Board's

- Rules of Practice and Procedure
- Meet with members of the Winnipeg Police Service to discuss the identification, mitigation, and monitoring of strategic risks
- Develop and populate a risk management framework for the Board to identify, mitigate, and monitor its own risks

Strategy: Increase the Board's capacity through training

Board members bring a wealth of relevant knowledge, skills, and experience to their positions. Providing training opportunities to Board members when they are first appointed and on an ongoing basis enhances Board members' knowledge and skills as they pertain to civilian governance of a police service. Training develops the Board's capacity to fulfill its mandate by improving its members' understanding of that mandate, as well as the Board's processes, priorities, and available best practices.

Objectives:

- Create training materials to share with newly appointed Board members
- Partner with the Winnipeg Police Service and the Manitoba Police Commission to deliver training to Board members
- Improve the quantity and accessibility of information resources available to Board members
- Provide opportunities for ongoing training for Board employees

Strategy: Complete the annual reporting and budgeting cycle

The Winnipeg Police Board By-law requires the Board to submit regular reports to the City of Winnipeg's Standing Policy Committee on Community Services and Protection and the Standing Policy Committee on Finance. The by-law also outlines the Board's responsibility for recommending and allocating the Police Service's annual budget. The Board will continue to work with the Police Service and the City to meet these requirements on schedule as part of its commitment to accountability and transparency.

Objectives:

- Submit quarterly reports on the Board and the Police Service's respective budgets to the Standing Policy Committee on Finance
- Submit annual audited financial statements for the Board and the Police Service to the Standing Policy on Protection and Community Services
- Submit an annual report of Board operations and activities to the Standing Policy Committee on Protection and Community Services
- Submit the requisite budgetary documents when requested by City Council
- Publish regular reports from the Board Chair, the Committee Chairs, and the Executive Director

3. Establish and maintain meaningful public engagement and promote partnerships for an integrated approach to public safety

For the Board to fulfill its mission of ensuring police services in the City are delivered in accordance with public needs, values, and expectations, it needs to be consistently engaged in two-way communication with Winnipeggers. The Board is composed of members of the public, but it still relies on direct public feedback to ensure that the policies and priorities it sets for the Police Service address the needs of all of Winnipeg's diverse communities.

Meaningful and effective public engagement is necessary to ensure that police services are delivered in a manner consistent with public needs, values and expectations and that the Board responds to emerging and shifting public priorities. Public engagement is the basis for the partnerships the Board and the Police Service hope to form or strengthen with government agencies and community organizations: a track record of taking stakeholder input seriously earns trust and buy-in from the Board's partners because they know the resulting joint initiatives will value their objectives and perspectives. In turn, these partnerships assist the Board in connecting with the community by giving the Board new forums for reaching out to and receiving feedback from community members.

Strategy: Develop community partnerships

When the Board hosted a round table meeting attended by members of community organizations and government agencies in 2014, it benefitted from an outpouring of new ideas on public safety in Winnipeg. The Board was also inspired by how many attendees reported leaving the meeting with new ideas for how their own organizations could better contribute to that goal. All of the attendees were concerned with public safety. They worked in law enforcement, the justice system, restorative justice, or with people who are at risk of becoming victims of crime and/or committing offenses themselves. The Board is committed to continuing these conversations and collaborations in 2015.

Objectives:

- Distribute copies of the 2015-2019 Winnipeg Police Service strategic plan to community partners who provided input
- Invite community partners to participate in the annual update of the Police Service's strategic plan to identify areas for reinforcement, refinement, or revision
- Give time for presentations at public Board meetings to delegations presenting issues within the Board's mandate
- Support and engage with the partners involved in *LiveSAFE in Winnipeg*, the City of Winnipeg's integrated crime prevention strategy

Strategy: Inform the public of current contexts for policing

The number of attendees and the quality of the conversations at the Board's 2014 public consultations proved that there are many Winnipeggers who are passionate and informed about public safety issues. The Board will encourage more Winnipeggers to take part in public discussions about policing and public safety by producing informational resources to inform those discussions. By letting Winnipeggers know how policing services are provided in the City and what social and economic factors affect their delivery, Winnipeggers will have the opportunity to weigh in on what works and what does not.

Objectives:

- Complete and publish an updated report on the environment for policing in Winnipeg
- Use the Board's social media presence to share information that promotes broader understanding of law enforcement and public safety

Strategy: Incorporate public feedback into the strategic plan

The Board and the Police Service have sought to incorporate public input into the Police Service's 2015-2019 strategic plan wherever possible. In 2015, the Board and the Police Service will update the strategic plan, a process that will involve returning to the community to ask if the first iteration of the plan captured their comments. As with everything the Board does, it is essential the plan reflects public needs, values, and expectations, so if any revisions to the plan are necessary on that basis, the Board is committed to making them.

Objectives:

- Host a minimum of two public consultation meetings by July 2015
- Solicit written submissions from community members and organizations regarding emerging priorities or areas for reinforcement, refinement, or revision in the strategic plan
- Update the strategic plan to incorporate new feedback
- Publish the updated strategic plan to support implementation and public access

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