

Winnipeg Police Service  
Closing Submission: National  
Inquiry into Murdered and  
Missing Indigenous Women  
and Girls

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**Kimberly D. Carswell**  
**Legal Counsel**  
**Winnipeg Police Service**  
**245 Smith Street**  
**Winnipeg, MB R3C 2Z7**

**Telephone: (204) 986-6022**  
**Facsimile: (204) 986-6077**

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## I. INTRODUCTION

1. In response to the high number of Indigenous women being murdered and going missing the Government of Canada called a National Inquiry into Murdered and Missing Indigenous Women and Girls on August 2, 2016. The Province of Manitoba through Order in Council NO. 323/2016 indicated its participation in the Inquiry on August 24, 2016.
2. The Winnipeg Police Service (the "**Service**") sought and obtained regional standing in all three parts of the Inquiry. The Service's representatives attended numerous community hearings, as well as all but one of the Institutional and Expert hearings held during the Inquiry. As the policing agency with jurisdiction over the largest urban Indigenous population in the country, and the reputation of being "ground zero" for murdered and missing Indigenous women the Service was keenly interested in the work of the National Inquiry.
3. The Service wishes to thank the National Inquiry for granting it standing to participate in the National Inquiry to enable the Service to identify issues which affect our work and to hear about best practices from other jurisdictions. The Service would like to acknowledge the courage of the witnesses who brought their truth to the Inquiry through the various hearings. Those truths formed the foundation upon which the Inquiry could do its important work.
4. The Service has listened carefully to the concerns raised by the witnesses throughout the proceedings and will continue to listen and be responsive to concerns raised about policing. The Service looks forward to the publication of the National Inquiry's final report and commits to studying the recommendations that relate its mandate to continue to move forward.
5. The Commissioners have heard from numerous witnesses expressing concerns about a variety of policing practices during all three phases of the Inquiry. Those concerns related to many different police services. It is important to recognize that all police services are not the same and that the issues that they face may be vastly different. Available resources, location

and mandates differ and not all services can or should be judged based on the actions of other police services. Additionally, the individual background of the police service in its relationship with communities within their jurisdiction is important and not all police services are at the same level of relationship building.

6. The building of a trusting relationship does not happen overnight and takes time<sup>1</sup>. The Service has worked hard over the last number of years at building a trusting relationship with Indigenous people and organizations and recognizes that it still has work to do in this area. The Service commits to continuing to work at building trust as part of its responsibility to the community it serves.
7. In preparing its final submission, the Service was guided by the National Inquiry's interest in a number of specific areas based on Institutional and Expert hearing topics. As such, this submission has been structured to address investigative policies and practices for various specific offences; to developing and fostering relationships with Indigenous communities, families and victims of violence; and to recruitment and training. Given the limits within the rules for final submissions this submission could not address all of the important topics that were the subject of evidence at all three phases of the hearings.

## II. INVESTIGATIVE POLICIES AND PRACTICES: WINNIPEG POLICE SERVICE

8. On October 18, 2018, during testimony at the Inquiry, Winnipeg Police Chief Danny Smyth offered an apology on behalf of the Service for "past conduct and policies that contributed to harming Indigenous women and girls<sup>2</sup>". Chief Smyth acknowledged that "the police in Winnipeg have not always been on the right path, that our past actions and procedures contributed to harming Indigenous people in our community<sup>3</sup>". And further indicated "Indigenous women were not treated with the respect and dignity they deserve<sup>4</sup>".

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<sup>1</sup> Testimony of Diane Redsky National Inquiry into Missing & Murdered Indigenous Women & Girls Mixed Part II & III Volume XVIII Thursday October 18, 2018 Page 105

<sup>2</sup> National Inquiry into Missing & Murdered Indigenous Women & Girls Mixed Part II & III Volume XVIII Thursday October 18, 2018 Page 11

<sup>3</sup> Ibid

<sup>4</sup> Ibid

9. The Service is committed to developing policies, procedures and best practices that reflect the values and needs of all communities and peoples within our city. The Service honors the diversity of individuals. The Service is determined to make quality, ethical decisions that guide our individual and collective efforts. The Service will take responsibility for its actions and effectiveness. The Service is determined to make the tough decisions and take decisive actions to protect people and communities<sup>5</sup>.
10. As part of the Service's pursuit of best practices in law enforcement, in 1989 it enrolled in the Commission on Accreditation in Law Enforcement Agencies ("CALEA") program<sup>6</sup>. CALEA provides public safety agencies an opportunity to voluntarily demonstrate that they meet an established set of professional standards and processes for decision-making. Compliance is verified by a team of independent, unbiased, CALEA-trained assessors who conduct audits of procedure and processes every three years. The Service was re-accredited for the 7<sup>th</sup> consecutive time in 2017<sup>7</sup>.
11. CALEA's accreditation program has been one way to ensure that the Service's policies and procedures are consistently being reviewed and updated and that the organization has access to internationally accepted best practices and oversight from CALEA.

## **A. HOMICIDE AND FATALITIES**

12. The Service's mission is to build safe and healthy communities across Winnipeg through excellence in law enforcement and leadership in crime prevention through social development. As a Service, we believe in the rights of people to have safety and security in the community and we believe in the rights and worth of individuals. To achieve these aims, members work collaboratively with justice, social services, health and community agencies who contribute time, resources and support, to prevent crime<sup>8</sup>.

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<sup>5</sup> <https://www.winnipeg.ca/police/abouttheservice/visionmissionvalues.stm>

<sup>6</sup> <http://www.calea.org/>

<sup>7</sup> <http://www.winnipeg.ca/police/abouttheservice/docs/2017letter.pdf>

<sup>8</sup> <https://www.winnipeg.ca/police/abouttheservice/visionmissionvalues.stm>

13. Service members, entrusted with the profound responsibility of homicide and fatality investigations, use all of the skills, tactics and innovative techniques available to them in order to uncover facts and pursue justice. Members must have considerable investigative experience prior to being transferred to the Homicide Unit. Service members may only enter the unit after a minimum of five years of service that includes a minimum of one year in a plain clothes investigative position. In addition, members of the Homicide Unit must complete courses in criminal investigation, interview & interrogation, forensic interviewing, surveillance and search & seizure. Members are responsible for conducting criminal investigations focusing on incidents where there is confirmed, suspected or attempted homicides, murder conspiracies, death by criminal negligence (excluding motor vehicle collisions), and all life threatening crimes.
14. The Service's Homicide Unit, Historical Homicide Unit and Integrated Task Force for Missing & Murdered Exploited Persons Unit (Project Devote) are located within Division 43, Major Crimes.
15. Presently, the Homicide Unit consists of fifteen members, ten of whom are at the rank of Detective Sergeant or above. The Historical Homicide Unit consists of a Detective Sergeant and two Constables while the Manitoba Integrated Task Force for Missing & Murdered Exploited Persons Unit (Project Devote) consists of seven Service officers, three of whom are at the rank of Detective Sergeant or above.
16. The Service has had at least one member dedicated to examining and investigating historical homicides since 2001. In March 2005 two detectives were assigned to a formalized unit to review cold cases. The unit has presently grown to three members. According to the Service's Procedure Manual, "The Historical Homicide Unit is responsible for the investigation of Cold Case files. By completing a review of all documentation and physical evidence, new avenues of investigative strategies are attempted to solve or conclude outstanding investigations"<sup>9</sup>.

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<sup>9</sup> Appendix A: Winnipeg Police Service Procedure Manual, Historical Homicides, June 28, 2018.

17. The Service has a very high solvency rate for homicides. Between 2006 and 2016, the Service had a 92% solvency rate for homicide compared to 74% nationally. Since 1980, the Service's homicide solvency rate is 93%. Between 2010 and 2017, homicides involving Indigenous female victims had the highest solvency rate through arrest at 94%.
18. In August 2009, the Service partnered with the Royal Canadian Mounted Police (the "**RCMP**") and Manitoba Justice to dedicate investigators and analysts to review unsolved homicides or missing person cases where foul play was suspected. The Task Force's mandate was to determine what, if any, linkages existed, and to determine appropriate avenues for follow-up investigation.
19. A total of 84 investigations were reviewed. The Task Force identified 28 investigations dating back to 1961 for intensive review: 8 missing persons and 20 homicides. The remaining 56 investigations that did not fall within the scope of Project Devote continue to be investigated by the police service of jurisdiction.
20. The Task Force then did a comparison and analysis of investigational entities, DNA analysis, behavioural markers and investigational findings to determine if linkages exist. The Task Force's review provided investigative leads for the subsequent phase of the project known as Project Devote.
21. In May 2011, Project Devote was announced as a way to move forward with the recommendations made by the Manitoba Integrated Task Force for Murdered and Missing Women. The existing nine Task Force police personnel were nearly tripled with the addition of 15 people from both the RCMP and the Service.
22. To date one of the 28 homicide and missing person cases has been solved and numerous investigative leads for the other cases have been developed<sup>10</sup>.

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<sup>10</sup> <https://www.cbc.ca/news/canada/manitoba/project-devote-update-1.3883757>



23. Service members exhaust every avenue available to them to solve homicides and other serious crimes in Winnipeg. As an example, during the Tina Fontaine homicide investigation, the Service devoted six months on an undercover operation called Project Styx. Members collected more than 10,000 intercepted conversations and staged 62 scenarios for interaction with the suspect<sup>11</sup>. Furthermore, investigators discovered that a blanket used to conceal Ms. Fontaine's body had been purchased from Costco. Officers tracked down close to 1000 customers who had bought the same duvet cover in order to eliminate them as suspects<sup>12</sup>.
24. Service Homicide members are also invested in the community and truly embody Peel's Principle #7 that "Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police..."<sup>13</sup>. Service members are part of the public that they serve and this is reflected in the motto, mission and values of the Winnipeg Police Service: "Building Relationships, A Culture of Safety for All"<sup>14</sup>.
25. An example of the leadership of Winnipeg Police Homicide Investigators was visible during the 2014 Tina Fontaine homicide investigation. At a news conference after Ms. Fontaine's body was found, lead investigator Sgt. John O'Donovan stated, "She's a child. This is a child that's been murdered. Society would be horrified if we found a litter of kittens or pups in the river in this condition. This is a child. Society should be horrified."<sup>15</sup> Members of the media wrote about the emotion and drive of Winnipeg Police Service officers during the investigation and noted that it was the police who "put a human face to the story" and "helped the city connect"<sup>16</sup>, reminding the public and the media that Indigenous women and girls are valued members of our community. Gordon Sinclair Jr. of the Winnipeg Free Press

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<sup>11</sup> <https://www.winnipegfreepress.com/local/the-cormier-wiretaps----and-the-crown-and-defence-interpretations-474736623.html>

<sup>12</sup> <https://www.cbc.ca/news/canada/manitoba/tina-fontaine-police-odonovan-1.3370460>

<sup>13</sup> [https://www.durham.police.uk/about-us/documents/peels\\_principles\\_of\\_law\\_enforcement.pdf](https://www.durham.police.uk/about-us/documents/peels_principles_of_law_enforcement.pdf)

<sup>14</sup> <https://www.winnipeg.ca/police/abouttheservice/visionmissionvalues.stm>

<sup>15</sup> <https://www.cbc.ca/news/canada/manitoba/tina-fontaine-15-found-in-bag-in-red-river-1.2739141>

<sup>16</sup> <https://www.cbc.ca/news/canada/manitoba/janet-stewart-candid-cop-puts-spotlight-on-tina-fontaine-slaying-1.2742389>

wrote at the time, "John O'Donovan, the hardened homicide detective, made us see Tina Fontaine as one of our own children. As if she was the daughter of our city"<sup>17 18 19</sup>.

26. That is not the only example, after an exhaustive seven-month investigation and search for Christine Wood, a young Indigenous woman who had travelled to Winnipeg from her northern community, Service members located Ms. Wood's body after arresting a suspect. When Ms. Wood was laid to rest in her home community, her parents were gracious enough to invite the former head of the Service's Missing Persons Unit, Detective Sergeant Shauna Neufeld and Chief Danny Smyth to the funeral in Oxford House, Manitoba<sup>20 21</sup>.

27. Numerous witnesses during the Inquiry process suggested a recommendation that police need to establish better communication with families. The Service agrees with this suggestion. Project Devote has a full time family liaison contact funded by the province of Manitoba whose role is to provide families with information, support services and referrals to community agencies that can help assist families whose loved ones have been murdered or missing<sup>22 23 24</sup>. The Service agrees that a dedicated and fully funded family liaison contact that specializes in long term missing persons and homicide investigations is needed for more than Project Devote files.

28. Witnesses also suggested that a guide on investigations and justice should be prepared that can be given to family members so that they can better understand criminal justice and court processes. The guide would also assist families to understand investigative processes including the reason police may not be able to provide them with all of the available

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<sup>17</sup> <https://www.winnipegfreepress.com/local/A-conversation-with-the-lead-investigator--362885651.html>

<sup>18</sup> <https://globalnews.ca/video/2395947/winnipeg-police-detective-we-can-solve-all-the-murders-if-people-came-to-us-with-what-they-know>

<sup>19</sup> <https://www.cbc.ca/news/canada/manitoba/sgt-john-o-donovan-talks-about-tina-fontaine-homicide-investigation-1.3370763>

<sup>20</sup> <https://www.cbc.ca/news/canada/manitoba/winnipeg-christine-wood-vigil-1.4068557>

<sup>21</sup> <https://www.cbc.ca/news/canada/manitoba/christine-wood-funeral-oxford-house-1.4155695>

<sup>22</sup> <https://www.victimswave.gc.ca/stories-experience/video/devote.html>

<sup>23</sup> <https://www.cbc.ca/news/canada/manitoba/project-devote-highlighted-in-national-video-1.3610100>

<sup>24</sup> <https://redpowermedia.wordpress.com/tag/project-devote/>

information. The Service agrees with this suggestion and is committed to working with Provincial counterparts on preparing a guide for families.

29. During the testimony of Chief Superintendent Mark Pritchard<sup>25</sup> during the Hearing on Police Policies and Practices, the need for a standardized, province-wide Major Case Management System to better analyze information was suggested as a recommendation that the Commissioners consider. The only unit at the Service that has a Major Case Management System that meets those criteria is Project Devote. The Service would welcome an expansion of the funding provided for a system such as this to be utilized by other Investigative Units. The Service fully supports a recommendation for an adequately funded Canada-wide Major Case Management system that will allow for standardized sharing of information and analysis among law enforcement agencies.

## **B. MISSING PERSONS AND COUNTER EXPLOITATION**

30. At any given time, approximately eighty people are reported as missing in Winnipeg. The Service established a Missing Persons Unit in 1974 to investigate reports and locate missing persons. Currently, the Missing Persons Unit investigates more than 5,000 cases each year. The majority of missing persons are located within three days and most of those are located within 24 hours of being reported missing<sup>26</sup>.

31. The Service's Missing Persons and Counter Exploitation Unit are currently located in Division 41 - Specialized Investigations<sup>27</sup>.

32. In April 2017, the Missing Persons Unit merged with the Counter Exploitation Unit to have seven days per week investigative coverage. The unit is staffed by 12 Investigators, 3 Detective Sergeants, 4 full-time Missing Persons Coordinators and 1 Sergeant. Merging the units under one umbrella allows for timely and seamless collaboration between the two groups during investigations.

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<sup>25</sup> See Testimony of Chief Superintendent Mark Pritchard: National Inquiry into Missing & Murdered Indigenous Women & Girls Mixed Part II Volume X Friday June 29, 2018 Page 190-193

<sup>26</sup> [https://www.winnipeg.ca/police/units\\_and\\_divisions/missing\\_persons.stm](https://www.winnipeg.ca/police/units_and_divisions/missing_persons.stm)

<sup>27</sup> [https://www.winnipeg.ca/police/units\\_and\\_divisions/missing\\_persons.stm](https://www.winnipeg.ca/police/units_and_divisions/missing_persons.stm)

33. The strategic direction of the Counter Exploitation Unit is to focus their efforts on suppression and enforcement of offenders who exploit women and youths; and to prioritize prevention and intervention on those being exploited<sup>28</sup>. The mandate of the Missing Persons Unit is to investigate missing children, youth and adults; abductions; disappearances and also any calls for service involving exploitation or human trafficking<sup>29</sup>.
34. The Service estimates that at street level, the sexual exploitation trade in Winnipeg involves roughly 300 to 400 persons. Since 2013, the Service has engaged in a different strategy in relation to sexual exploitation activity. Winnipeg Police Officers are now on a first name basis with most of the women and girls involved and endeavor to provide them with much needed referrals to a variety of community services.
35. Over the past three years, approximately 70% of persons who go missing in Winnipeg are female and over 80% of missing persons are from Manitoba Child and Family Services facilities and group homes. The vast majority of those who go missing are chronic/habitual missing persons. These issues are of concern to both the Service and the Winnipeg Police Service Board, as well the Board's Indigenous Advisory Council. As a result the Service regularly reports on missing person statistics and the Service's Indigenous Women Safety & Protection Strategy to the Winnipeg Police Board.<sup>30</sup>
36. Despite high caseloads<sup>31</sup>, members of the Missing Persons/Counter Exploitation Unit have developed and undertaken numerous effective and promising practices. Unique was the creation of the Counter Exploitation Team. During the hearings in St. John's, Chief Danny Smyth's provided evidence that "This team is dedicated to outreach and relationship building. They typically don't get involved in any enforcement activities. This is what distinguishes

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<sup>28</sup> For example: <https://www.winnipeg.ca/police/ceu/default.stm>

<sup>29</sup> Appendix B: Missing Persons Policy & Procedure

<sup>30</sup> <http://clkapps.winnipeg.ca/dmis/ViewDoc.asp?DocId=17329&SectionId=&InitUrl=>

<sup>31</sup> <https://www.winnipegfreepress.com/local/Missing-persons-unit-grapples-with-increased-caseload-public-scrutiny-384189821.html>

this team from other police<sup>32</sup>". The Counter Exploitation Team focuses their efforts on helping women and girls at risk of exploitation and in need of social services<sup>33</sup>.

37. The Service has also focused its attention on partnering and collaborating with grassroots Indigenous organizations like Ka Ni Kanichihk, Ma Mawi Wi Chi Itata, Ndinawe, Eagle Urban Transition Center, the Bear Clan, Our Circle to Protect Sacred Lives, and many others. Service members work hand in hand with members of Winnipeg's Indigenous community and these partnerships help us better provide assistance where it is needed. These partnerships include survivors of violence and exploitation, the sexually exploited, community groups, addictions assistance organizations, government agencies, social agencies and legal representatives. With this approach the Service can focus on building safer, long term strategies while balancing the needs of everyone involved<sup>34</sup>.

38. The Service has also engaged in a High Risk Youth Strategy. The strategy's objective is to prevent exploited youth from becoming missing persons or victims of violent crime. Each investigator is assigned a group of high risk youths and they work within a multi-stakeholder system to intervene and bring them to safety. Service investigators are paired with social workers and missing person information is shared with social agencies for inclusion in their files. As Staff Sergeant Darryl Ramkissoon testified, once the youth are assigned Winnipeg Police "use extensive resources to ensure their safety"<sup>35</sup>.

39. Missing Persons Unit members keep in regular communication with families through contact with the reporting person. Usually, there is daily contact in the first few weeks. For long term missing person files, the Coordinator is required to contact the person who reported the individual missing at least once per week.

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<sup>32</sup> National Inquiry into Missing & Murdered Indigenous Women & Girls Mixed Part II & III  
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<sup>33</sup> <https://winnipeg.ca/police/ceu/prostitution.stm>

<sup>34</sup> For more information, please refer to testimony from Chief Danny Smyth and S/Sgt Darryl Ramkissoon on October 18, 2018 at the National Inquiry into Murdered and Missing Women and Girls in St. John's NFLD

<sup>35</sup> National Inquiry into Missing & Murdered Indigenous Women & Girls Mixed Part II & III  
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40. Members of the Missing Persons/Counter Exploitation Unit have tremendous expertise that is shared with numerous organizations including Child and Family Services. The Counter Exploitation Unit helped create a course called "Understanding and Working with Sexually Exploited Youth". The course is offered to social services workers, police officers, foster parents, health workers, teachers and corrections officers. In 2011, it was the only training of its kind.
41. Service members have also travelled to other jurisdictions in North America to present on Sexual Exploitation and on Missing Children and Youth. For example, in June 2017, the Counter Exploitation Unit and Missing Persons Unit presented to Our Circle to Protect Sacred Lives Workshop (Assembly of Manitoba Chiefs) on proactive initiatives to assist northern youths being exploited in Winnipeg.
42. Counter Exploitation and Missing Persons Unit investigators and members are dedicated professionals that work closely with the community both on and off duty to solve missing persons cases and to providing assistance to those in need. In 2016, Gordon Sinclair Jr. of the Winnipeg Free Press wrote, "I have met Det. Sgt. Shaunna Neufeld of the police missing persons unit and learned of the overwhelming volume of cases it handles. And how much she cares. I witnessed her, on her own time, drive out to Sagkeeng First Nation to be there for Tina's funeral when indigenous [sic] leaders who should have been there were not. And I know how dedicated Neufeld is in her mission of finding the missing before they are murdered"<sup>36</sup>.
43. One of the suggested recommendations by witnesses is that a missing person's file should be opened regardless of jurisdiction and only be closed after another police service takes over. The Service supports such a recommendation and already has policy that reflects this.

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<sup>36</sup> <https://www.winnipegfreepress.com/local/caring-for-citys-most-vulnerable-a-shared-responsibility-371357421.html>

## C. SEX CRIMES

44. The Service has a dedicated Sex Crimes Unit, separate from other person-based crimes, that adopts trauma-informed practices and fosters the development of investigative expertise<sup>37</sup>.
45. The Service's Sex Crimes Unit is located in Division 41 - Specialized Investigations. It is staffed with twelve investigators and two Supervisors who work from 07:00hrs to 00:00hrs, Monday to Friday. A designated unit Supervisor is available 24/7 through the Service's Duty Office should their expertise be required outside of working hours.
46. Manitoba Integrated High Risk Sex Offender Unit (MIHSOU) also operates out of Division 41 - Specialized Investigations. The unit is made up of three Service members and four RCMP members. The mandate of the unit is to ensure that high risk sex offenders maintain compliance with court ordered release conditions and the registration of high risk sex offenders. They also conduct investigations on behalf of the Crown's Office into Dangerous Offender Status hearings.
47. The Service's Sex Crimes Unit provides a comprehensive website<sup>38</sup> for survivors of sexual assault, their families and the general public. The website includes videos on what happens when you report a sexual assault and when the Sexual Assault Response Team<sup>39</sup> gets involved. The website answers questions on what you should do if you are assaulted, what happens at the hospital and what happens if you proceed with a police investigation. Links are provided to direct individuals to appropriate crisis response including Heart Medicine Lodge through Ka Ni Kanichihk.
48. In April 2018, the Service, in partnership with Klinik Community Health Centre, Heart Medicine Lodge and Sage House (Mount Carmel Clinic) developed third-party reporting, a new protocol in Winnipeg for survivors of sexual assault. Third-party reporting offers

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<sup>37</sup> See Appendix C: Winnipeg Police Service's Sex Crimes Policy and Procedure

<sup>38</sup> [https://www.winnipeg.ca/police/Units\\_and\\_Divisions/sex\\_crimes.stm](https://www.winnipeg.ca/police/Units_and_Divisions/sex_crimes.stm)

<sup>39</sup> <https://www.cbc.ca/news/canada/manitoba/sexual-assault-reporting-winnipeg-1.4827181>

survivors the option of reporting the details of their case anonymously to the Service through a third-party Community Based Services Agency<sup>40</sup>. Apart from Manitoba, only the Yukon and British Columbia have third-party reporting.

49. One of the suggested recommendations by witnesses pertained to the high number of unfounded sexual assault cases. It was recommended that police services across Canada conduct civilian investigative reviews of unfounded sexual assault cases similar to the Philadelphia model.

50. Nationally the unfounded rate for sexual assault is 19.39%<sup>41</sup>. It is significantly lower in Winnipeg at only 2%<sup>42</sup>. The Service is very proud of the work of their members in investigating sexual assaults. The Service continuously strives to improve investigative techniques and improve service to citizens, and is committed to being involved in best practices.

## **D. DOMESTIC VIOLENCE**

51. Police are required to lay a charge when there are reasonable grounds to believe an assault or some other criminal offence has occurred in a domestic situation<sup>43</sup>. Reasonable grounds may exist even in circumstances where there are no visible injuries or independent witnesses. In a domestic violence situation, Service member's will:

- a. provide for the immediate safety of the victim and children;
- b. actively pursue the apprehension of the offender and the subsequent notification to the victim;
- c. ensure the enforcement of all court orders;

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<sup>40</sup> <https://www.winnipegfreepress.com/local/manitoba-offers-sex-assault-survivors-a-chance-to-report-crime-but-not-to-police-479922943.html>

<sup>41</sup> <https://www.cbc.ca/news/canada/manitoba/unfounded-sexual-assault-philadelphia-model-1.4780897>

<sup>42</sup> <https://www.theglobeandmail.com/news/investigations/unfounded-what-is-your-police-service-doing-about-sexual-assault/article37245075/>

<sup>43</sup> See The Domestic Violence and Stalking Act Manitoba  
<https://web2.gov.mb.ca/laws/statutes/ccsm/d093e.php>



- d. ensure the victim is referred to the appropriate support agencies, including Manitoba Justice Crime Victim Services<sup>44</sup>.

52. The Service has a Domestic Violence Intervention Coordinator that works out of Division 41 - Specialized Investigations Monday to Friday. In addition, there are 8 dedicated domestic violence investigators at the Winnipeg Police Service<sup>45</sup>.

53. The Domestic Violence Unit works closely with the Province of Manitoba's Domestic Violence Support Services Unit which assists all survivors of domestic violence when criminal charges have been laid and assists individuals who receive police intervention for domestic violence incidents that do not result in charges or arrests.

54. In Manitoba, throughout the 1990s the crisis of domestic violence came to the public's consciousness with a number of high profile deaths and subsequent inquests. This included the Rhonda & Roy Lavoie inquest report, the Pedlar Report<sup>46</sup> and Sylvia & Wilfred McKay inquest report which recommended the non-discretionary laying of charges in domestic violence cases. The Service adopted those recommendations with changes to its policy resulting initially in a Zero Tolerance Policy for domestic violence (in 1993). The policy required police to arrest and remove the alleged offender. The policy also addressed instances of dual arrests noting, at times, it was difficult for police to tell the primary aggressor. In 2004, the Service amended its policy and procedure regarding mandatory arrest to ensure dual arrests would only be considered in exceptional circumstances with all reports being submitted for Crown opinion to authorize the laying of charges.

55. In November 2017, in support of the 16 Days of Activism campaign, the Service's Public Information Office in partnership with Wahbung Abinoonjwiag produced a message about ending violence against women. The video features many members of the Service including

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<sup>44</sup> [https://winnipeg.ca/police/PDFs/domestic\\_violence\\_pamphlet.pdf](https://winnipeg.ca/police/PDFs/domestic_violence_pamphlet.pdf)

<sup>45</sup> See Appendix D: Winnipeg Police Service Domestic Violence Policy & Procedure

<sup>46</sup> [https://catalog.lawlibrary.ca/en/list?q=name%3A%22Pedlar%2C+Dorothy%22&p=1&ps=&sort=title\\_sort+asc](https://catalog.lawlibrary.ca/en/list?q=name%3A%22Pedlar%2C+Dorothy%22&p=1&ps=&sort=title_sort+asc)

staff, volunteers and police officers<sup>47</sup>. The goal was to reach out to the community and ensure that women report the violence they are experiencing<sup>48</sup>. These efforts are ongoing.

56. A suggested recommendation from a number of witnesses is to eliminate dual charges in domestic violence cases. The Service supports this recommendation and has had policy for over 14 years addressing the elimination of this as a practice.

### III. DEVELOPING AND FOSTERING RELATIONSHIPS WITH INDIGENOUS COMMUNITIES, FAMILIES AND SURVIVORS OF VIOLENCE

#### A. VICTIM SERVICES

57. The Commissioners have heard from numerous witnesses about the need for the criminal justice system to prioritize the needs of the survivors/victims of crime and have survivor-focused processes. Traditionally, policing agencies have primarily focused on bringing a perpetrator to justice, but there has been increasing awareness of the need to support victims of crime, explain the criminal justice systems and connect survivors and families with counselling and financial resources.

58. The Service has had a Victim Services Section in place since 1982. This section is staffed with 2 full time officers, 3 civilian staff, numerous volunteers and a social worker to help victims, survivors and families navigate the trauma that results in the aftermath of crime and violent events. When violent crime occurs, Service members reach out the survivors and families to provide support, explain the investigation process and inform survivors of their rights under the Manitoba and *Canadian Victims Bill of Rights*<sup>49</sup>.

59. Throughout the National Inquiry, knowledge keepers, survivors and families discussed the value of having 24/7, community-based Indigenous victim/survivor services available. The Service understands the value and desire of having trained individuals in the community with the tools to help walk people along the path of healing. The Victim Services section is

<sup>47</sup><https://www.youtube.com/watch?v=wNu2H33g7nM&feature=youtu.be>

<sup>48</sup> <https://globalnews.ca/news/3879501/winnipeg-police-launch-video-to-help-stop-gender-based-violence/>

<sup>49</sup> <https://www.gov.mb.ca/justice/crown/victims/vrss.html>

embedded within the Service because it represents the most effective model given the limitations of current privacy legislation throughout Canada. To have accurate and timely access to information, victim supports need to be part of the Service. The Service would suggest a recommendation be made to reevaluate federal and provincial privacy legislation to allow for better sharing of information with community and government social services programs that support survivors of crime and their families. The Service further recommends the inclusion of survivors and police in a legislative review.




60. The Victim Service Section has developed relationships with counselling agencies and do refer individuals to services. The Section's Team of volunteers is available to answer questions and survivors of less serious crimes are provided with information packages. The Service provides a comprehensive website with safety information, resource information and contacts for supports<sup>50</sup>.
  
61. The approach to dealing with victims and survivors is one that takes previous trauma and victimization into consideration. The Service's Social Worker is a member of the Winnipeg Trauma Network and is working at creating training opportunities within the Service for recruits, investigators and staff to become more trauma-informed to assist their duties.
  
62. The team also works in concert with Manitoba Justice Victim Services, as the provincial Victim Services are responsible for information sharing and services surrounding court appearances, release conditions, Corrections information and restitution requests. The Service's investigators and Victim Service workers are available to assist survivors at any point in the process but are not privy to all of the same information on court and Corrections for specific cases.





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<sup>50</sup> [https://winnipeg.ca/police/Units\\_and\\_Divisions/vss/vss\\_default.aspx](https://winnipeg.ca/police/Units_and_Divisions/vss/vss_default.aspx)

<b>We Offer:</b> <ul style="list-style-type: none"> <li>▪ Emotional support</li> <li>▪ Information on your case</li> <li>▪ Help to understand the criminal justice system</li> <li>▪ Referrals to appropriate agencies</li> <li>▪ Home &amp; hospital visits</li> <li>▪ Crime prevention information</li> </ul>	<b>We Explain:</b> <ul style="list-style-type: none"> <li>▪ normal reactions and feelings to being impacted by crime</li> <li>▪ ways to cope with the trauma associated with being a victim of crime</li> <li>▪ Police procedures</li> <li>▪ The court process</li> <li>▪ How to ask the court to consider making a restitution order once the accused person has been found guilty</li> <li>▪ Court orders &amp; what they mean.</li> </ul>	<b>We Assist:</b> <ul style="list-style-type: none"> <li>▪ By referring the victim to an appropriate support agency</li> <li>▪ Ensuring victims are aware of their rights as legislated by the Manitoba Victims Bill of Rights and the Canadian Victims Bill of Rights.</li> </ul>
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*If you have questions regarding your incident, or are looking for assistance connecting with a support agency, please contact our caseworkers at 204-986-6350.*

			
<b>Our Team</b>	<b>Pamphlets</b>	<b>Our Caring Community – Resources Available</b>	<b>Victims Rights</b>
<ul style="list-style-type: none"> <li>▪ The Victim Service Team is comprised of (1) social worker, (2) Police Members, (1) Volunteer Coordinator; and approx. 35 Caseworkers (Trained Volunteers).</li> </ul>	<ul style="list-style-type: none"> <li>▪ <a href="#">Assault</a></li> <li>▪ <a href="#">Home Security Checklist</a></li> <li>▪ <a href="#">Personal Safety</a></li> <li>▪ <a href="#">Robbery/Trauma</a></li> <li>▪ <a href="#">Utter Threats</a></li> </ul>	<ul style="list-style-type: none"> <li>▪ A listing of <a href="#">telephone contact information</a> for victims of crime.</li> </ul>	<ul style="list-style-type: none"> <li>▪ <a href="#">Manitoba Justice Victim Services</a></li> <li>▪ <a href="#">Canadian Victims Bill of Rights</a></li> </ul>

			
<b>Crime Prevention</b>	<b>What to Expect When Attending Court</b>	<b>Our Volunteer Program</b>	<b>Unit Testimonials</b>
<ul style="list-style-type: none"> <li>▪ We all have a role to play in <a href="#">crime prevention</a>! By working together, we can reduce crime in Winnipeg.</li> </ul>	<ul style="list-style-type: none"> <li>▪ <a href="#">Manitoba Justice Victim &amp; Witness Assistance Program</a></li> <li>▪ <a href="#">You have received a subpoena</a></li> <li>▪ <a href="#">Manitoba Courts Information Videos</a></li> </ul>	<ul style="list-style-type: none"> <li>▪ Find out about becoming a <a href="#">Victim Services Volunteer</a>.</li> <li>▪ Find out about becoming a <a href="#">Community Volunteer</a>.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Find out about some of our <a href="#">amazing volunteers</a> and why they are involved with the Victim Services Volunteer Program.</li> </ul>

63. The Service supports a the suggestion made by survivors and knowledge keepers that there should be a recommendation that culturally-appropriate Victim/Survivor Services be available for Indigenous people. Our caseworkers currently provide referrals to Indigenous organizations in Winnipeg where counselling and healing are available, such as Eyaa-Keen Healing Centre<sup>51</sup>. The Service has benefitted by receiving federal funding for a Family Liaison Coordinator for Missing and Murdered Indigenous Women and Girls who has been imbedded in our Victim Services section. Having an Indigenous woman with both training in trauma-informed practices and connections to the local Indigenous community assisting families and our investigators in Homicide, Missing Persons and Counter-Exploitation has improved trust, coordination and service delivery to the MMIWG families in Manitoba.

<sup>51</sup> <https://eyaa-keen.org/>

64. The liaison is taking courses in local Indigenous languages to better assist community members. All members of the Service also have access to interpreters through a language bank facility to ensure they can communicate with individuals reporting crimes or those arrested who do not feel comfortable communicating in English or French.

## **B. COMMUNITY RELATIONS AND OUTREACH**

### **(1) INDIGENOUS PARTNERSHIP AND DIVERSITY SECTION**

65. Since the early 1990s, the Service recognized the historical challenges and lack of trust between Indigenous people and police and has dedicated full-time officers to building relationships with the Indigenous community in Winnipeg, to act as a liaison between Indigenous citizens and the Service and to provide training to Service members on Indigenous Cultural Awareness.

66. The Indigenous Partnership Section (IPS) is housed within Division 51- Community Support and has two full time officers who provide seven day/week coverage. IPS members provide presentations on safety, gangs and drug awareness to high school and post-secondary students who have often moved to Winnipeg from reserves or Northern communities. They also work closely with the Eagle Urban Transition Centre to assist Indigenous newcomers to Winnipeg access services and provide safety assistance. During Chief Danny Smyth's testimony and recommendations to the Commissioners in St. John's, it is clear the Service recognizes the value of such services and recommends that more culturally-appropriate services be made available for Inuit people and people from the North and rural locations who move to urban areas. Chief Smyth further recommended that organizations like Eagle Urban be provided with stable, long-term funding agreements that reduce the burden of the project-based funding cycle and onerous reporting requirements<sup>52</sup>.

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<sup>52</sup> Testimony of Chief Smyth National Inquiry into Missing & Murdered Indigenous Women & Girls Mixed Part II & III Volume XVIII Thursday October 18, 2018 Pages 62 & 63

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## (2) SCHOOL EDUCATION SECTION

67. The Service strongly believes in ensuring the safety and security of children and youth. The Service has an obligation to assist in protecting children and youth from exposure to drugs, gangs, violence and sexually exploitive persons. The Service promotes safety and builds levels of trust with our young persons through education, often in partnership with schools, grassroots organizations and culturally appropriate service providers. Education and awareness are some of our best tools against violence and the exploitation of women and girls.
68. The Service's School Education Section operates out of Division 51 - Community Support and provides proactive crime prevention programs to students in Winnipeg schools. There are 10 members and one supervisor in the School Education Section.
69. The School Education Section provides presentations to schools and students in all areas of Winnipeg (with additional focus on high risk locations) on a number of different topics including:
- a. Personal Safety - Students learn what an emergency is, how to get help in a variety of situations, including the use of the 911 system, dealing with strangers, a brief discussion of internet safety, the use of bike helmets, booster seats, and street safety.
  - b. Choices - to foster good decision making. The presentation covers the basics of the different types of laws, and identifies consequences for certain types of offences. Provides an introduction to some of the important decisions youth may be faced with in coming years, including: drugs, auto theft, online safety, texting and driving, and more, while providing students with important resistance strategies.
  - c. Online Safety - engages students in learning about online behavior and the related dangers including social, emotional, and physical risks. Information is provided on consequences of their actions, as well as the resources to assist them should they require. Topics include, but are not limited to social media utilization, self-exploitation, and harm reduction.
  - d. Bullying - to preventing incidents of bullying, explains what bullying is, and what the potential consequences are (information is adapted from the new law, Bill 18 - The

Public Schools Amendment Act). The issue is examined from several points of view - the bully, the victim and the bystander, and also provides ways to deal with incidents of bullying.

- e. Drug Awareness - to educate students on the negative effects of legal but improperly used drugs and illegal drugs, as well as providing strategies to assist in abstention and maintenance of a healthy lifestyle.

70. In 2015 Winnipeg Police Service Constable Dan Noordman lost his son to a fentanyl overdose. Despite the personal tragedy and devastation he felt, Cst. Noordman channeled his experience of loss into educating young people on the dangers of drugs and addiction<sup>53 54</sup>. The Service knows that many women and girls, through no fault of their own, have been caught up in the dangerous world of drugs.

71. In 2002, the Service established a School Resource Officer Program. Under this program, Constables are placed in elementary, middle and high schools within various divisions in Winnipeg. The Constables provide support to students, parents and school staff. The program is designed to strengthen relationships and trust between police and youth as well as enhance the safety of youth through reductions in bullying, violence, gang, and drug activities<sup>55</sup>.

72. School Resource Officers as well as other members of the Service, including members of the Street Crimes Unit and Organized Crime Unit, spend a lot of time educating parents and the community about drugs and gang involvement through forums<sup>56 57 58</sup>. As one attendee at a community forum in January 2018 said, "They are beautiful young ladies and they are being exploited. People are taking advantage of them, providing them with the drug."<sup>59</sup>

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<sup>53</sup> <https://www.youtube.com/watch?v=YpQLPU6PAEY>

<sup>54</sup> <https://www.winnipegfreepress.com/our-communities/souwester/Dangers-of-fentanyl-hit-home-for-Winnipeg-Police-460343713.html>

<sup>55</sup> <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/nvntr/dtls-en.aspx?i=10152>

<sup>56</sup> <https://www.cbc.ca/news/canada/manitoba/winnipeg-police-info-night-meth-gangs-1.4532801>

<sup>57</sup> <https://winnipeg.ctvnews.ca/video?clipId=1325535>

<sup>58</sup> <https://www.winnipegfreepress.com/our-communities/times/forum/Discussing-the-meth-problem-481255411.html>

<sup>59</sup> <https://www.cbc.ca/news/canada/manitoba/police-host-forum-meth-drugs-community-1.4711837>

73. One of the recommendations suggested throughout the hearings was for our youth to have a stronger voice. Winnipeg Police Service supports this recommendation. We believe that by providing our youth with the education they need, they will be able to have that strong voice and be able to advocate for the community.

74. Also suggested was the creation of Youth Advisory Councils. Winnipeg Police Service supports this recommendation to develop a Youth Advisory Council that would advise the Chief and Executive members on issues that matter to young people.

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### (3) COMMUNITY SUPPORT UNITS: FOOT/BIKE PATROL

75. In 2008 the Service created a Community Support Unit in each of the Uniformed Divisions in Winnipeg. The Community Support Unit's mandate is to identify crime trends and/or ongoing community problems or needs and utilize problem solving strategies to address identified issues. Community Support Team members develop and implement strategies to create sustainable solutions. The Unit builds relationships with community members and stakeholders including liaising with the schools within the Division. Members provide a visible police presence by performing foot patrols and conducting targeted enforcement of hot spots.

76. The goal of these units is to meet the needs of citizens by working with communities to determine effective ways to deliver services whether that is foot patrols, bike patrols or working with grassroots organizations.

77. The Service has over 90 members, including supervisors, dedicated to community support units in four geographical divisions.

78. Winnipeg's downtown core has often been criticized as being unsafe for its citizens and in particular its women and girls. Winnipeg Police Community Support has taken steps to



address these concerns with foot patrols and higher visibility. As Constable Aaron Bourque said in a recent interview "There is a tangible community here... and I look out for them"<sup>60</sup>.

79. One of the most important tools utilized by Community Support Unit officers is listening to and learning from members of the community. Knowledge is gained by listening to those with lived experience. Members know that building trust in the community takes time. As Foot Patrol Officer Kevin Birkett said in a 2017 Winnipeg Free Press article: "It's gradual exposure to me and seeing what I do and how I do it. You show people that you're there... When you see people with emotional issues, you've got to be strong...It's all you can do to not break down a bit yourself, but they're looking for strength. You're the shoulder. I've had more blood and tears spilled on me in 32 years than a lot of people. You do what you can. If only you could do more for them, but being somebody to talk to is sometimes all they need."<sup>61</sup>

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#### (4) THUNDERWING/BLOCK BY BLOCK

80. One of the repeatedly suggested recommendations by witnesses has been the need for services to meet people where they are, to have better communication between systems, better collaboration to provide 'wrap-around' services and solutions for issues facing survivors and families. A model to meet these needs was developed by Community Justice Scotland and brought to Canada through a pilot project in Prince Albert, Saskatchewan. The Manitoba government adopted this approach through the Block by Block Initiative to attempt to find long term, sustainable solutions to complex social issues and systemic barriers impacting community safety and well-being.

81. The Block by Block Initiative in Manitoba<sup>62</sup> is a collaboration of many agencies including Manitoba Justice, Manitoba Families, Manitoba Education and Training, Manitoba Health, Living and Seniors, the City of Winnipeg, Winnipeg Regional Health Authority, Winnipeg School Division, Winnipeg Police Services, RCMP and Community Based Organizations

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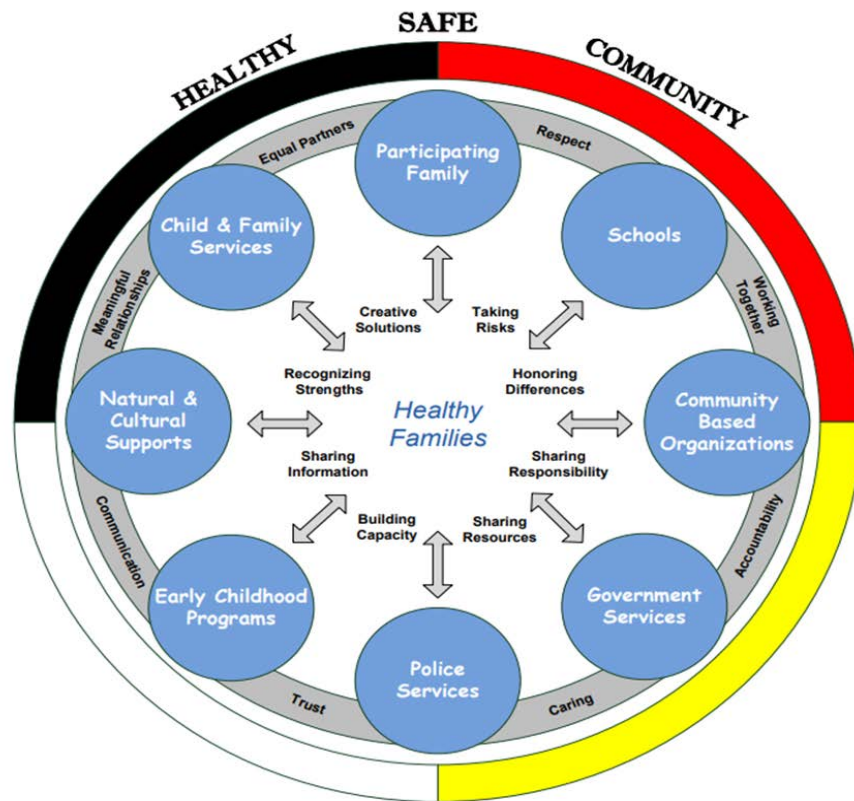
<sup>60</sup> <https://globalnews.ca/news/4017430/winnipeg-police-increase-foot-patrol-to-improve-downtown-safety/>

<sup>61</sup> <https://www.winnipegfreepress.com/local/the-main-man-411349405.html>

<sup>62</sup> <https://www.blockbyblockinitiative.com/>

such as Ka Ni Kanichihk, Ndinawemaagaanag Endaawaad, Native Women's Transition Centre, Oshki-Giizhig, Onashowewin, Indigneous Family Centre, and Wahbung Abinoonjiac, to name but a few.

82. The first project of Block by Block is called Thunderwing and works with the Indigenous community to increase community safety and improve individual and/or family well-being in the William Whyte, Dufferin and Lord Selkirk Park neighbourhoods in Winnipeg. The Thunderwing Hub and Thunderwing Support Teams mobilize and coordinate existing resources across sectors to give individuals/families the support they need so they can prevent and permanently stabilize crisis situations. Information sharing agreements are signed so that service providers can collaborate.
83. Thunderwing is designed to be sustainable by influencing the culture of how organizations work with individuals/families and each other as well as identifying system/policy barriers for Provincial-level change. At the systems level, barriers facing individuals and families are examined and addressed by high-level stakeholders; evidence-based needs assessments are also conducted to determine what gaps or barriers exist in current service models.
84. The Service participates at both the Thunderwing and Block by Block levels of the initiative. A senior officer is seconded to work with the Block by Block secretariat; School Resource Officers and Community Support Units will participate on individual support teams and members of the Service's Executive attend Block by Block committee meetings and assist in collaborative system change within the police's jurisdiction in Winnipeg.



**Notes:**  
**Schools Include:** private/public, primary and secondary, adult education, universities, colleges  
**Government Services include:** Employment & Income Assistance, disABILITY services, Manitoba Housing, WRHA programs, Victim Services (MB Justice), Probation, Corrections, Addictions Foundation of Manitoba, and City of Winnipeg  
**Early Learning Centres include:** Daycares, Pre-school programs, and Aboriginal Head Start Programs

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## (5) 2SLGBTIAQ COMMUNITY

85. The Service's Community Support division has a number of officers assigned to the Diversity Section, who work to build relationships with historically underserved communities including the 2SLGBTIAQ population in Winnipeg. Officers work to act as a liaison between queer/trans/Two-Spirited community members and organizations and the police, to improve relationships, procedure and policy that have negatively affected the community and to teach

<sup>63</sup> Infographic source:

[https://www.blockbyblockinitiative.com/docs/thunderwing\\_collaboration\\_model.pdf?v=3](https://www.blockbyblockinitiative.com/docs/thunderwing_collaboration_model.pdf?v=3)

the history of queer and trans oppression regarding interaction with police to new police and cadet recruits.

86. The Service is committed to improving relationships with communities that have experienced discrimination from police in a historical context. In 2017, Chief Danny Smyth sent an email to the Service discussing the participation of uniformed officers in Pride Winnipeg's June parade. He acknowledged that while the 2SLGBTIAQ members or allies in the Service may want to participate with their family and friends, the primary responsibility of the Service is to respect the concerns of the 2SLGBTIAQ community by not participating in uniform and with weapons<sup>64</sup>.

87. Concerns were heard throughout the three parts of the inquiry about police treatment of transgender community members. The Service has implemented procedure to require officers to offer options to a transgender detainee if a skin search is determined to be necessary, including a split-search if they have male and female genitals.

88. Witnesses also recommended the creation of policy where a trans individual is asked what name they use, what their pronouns are, and have that choice respected and used. The Service supports such a recommendation and has begun amending its record management systems and procedure to acknowledge that a person's government identification may not reflect their gender identity and real name. The Service acknowledges the importance of ensuring our officers understand how to best interact with transgender community members and to build trust with this community as they face higher rates of victimization.

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#### (6) DOWNTOWN SAFETY STRATEGY & UNITED NATIONS SAFE CITIES

89. Over the past decade, downtown Winnipeg has seen a renaissance and unprecedented growth. The Service's vision for downtown is to create a culture of safety for all and to enhance citizen safety and wellness by reducing crime and disorder. In support of the Service 2015-

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<sup>64</sup> Email to WPS-ALL from Chief Smyth, May 29, 2017, 14:18. 'Pride Parade Participation'.

2019 Strategic Plan, the Service developed a comprehensive downtown safety strategy titled Centreline<sup>65</sup>.

90. The name "Centreline" was inspired by the Indigenous fur trade. Between 1738 and 1880 the downtown was at the centre and the heart of the country's fur trade. The downtown was the line that delineated the East from West, a historic gateway to Canada's West.
91. The Downtown Safety Strategy<sup>66</sup> redefines police response to crime and disorder through applied methodologies and policing principals to include: community engagement, public education through the media, crime analysis, evidence-based policing and proactive policing principles. To ensure safety, the Service Strategy includes sixteen exclusive and highly visible Foot Patrols.
92. Integral to the Downtown Safety Strategy is the application of a collective impact framework to support collaborative partnerships with external agencies. The goal is to jointly examine the root cause of complex social issues and develop effective strategies to reduce the risk, severity and frequency of crime and disorder downtown.

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<sup>65</sup> <https://www.cbc.ca/news/canada/manitoba/centreline-police-downtown-1.3898207>

<sup>66</sup> [https://www.winnipeg.ca/police/press/2016/12dec/2016\\_12\\_15.aspx](https://www.winnipeg.ca/police/press/2016/12dec/2016_12_15.aspx)

WINNIPEG POLICE SERVICE

# CENTRELINE

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## DOWNTOWN SAFETY

*Goals & Strategies*

Less Crime & Victimization	Engaged Communities	Effective & Efficient Service
<ul style="list-style-type: none"> <li>● Improve public perception by focusing resources on public nuisance behavior that is detrimental to the enjoyment of public spaces.</li> <li>● Maximize police visibility by dedicating Foot Patrols and Community Support officers on both foot and bicycles.</li> <li>● Apply a proactive approach to reducing crime and social disorder</li> <li>● Strategic resource deployment for Foot Patrol and Community Support officers based on crime and disorder indicators to drive crime control strategies/tactics.</li> <li>● Work with the Night Time Economy to reduce alcohol related harm and violence.</li> <li>● Support the United Nations Safe Cities Initiatives for Women and Girls to create safe spaces in the downtown for woman and girls.</li> </ul>	<ul style="list-style-type: none"> <li>● Foot Patrol and Community Support officers assigned ownership of a geographical area within CENTRELINE.</li> <li>● Invest time to build positive relationships with residents, business owners and youths.</li> <li>● Develop community intelligence.</li> <li>● Support problem-oriented policing by tackling the cause of the problem and identifying ways of solving it.</li> <li>● In partnership with the Downtown Winnipeg Biz develop a surveillance camera registration program.</li> </ul>	<ul style="list-style-type: none"> <li>● Collaborate with the Alliance Committee to devise collective strategies to address complex social issues.</li> <li>● Work together with our partners to examine the root cause of at risk addresses/businesses in an effort to reduce the frequency, severity and risk of crime and disorder.</li> <li>● Enhance public communication through the media.</li> <li>● Partner with the Downtown Community Prosecutor.</li> <li>● Encourage on-duty Foot Patrols and Community Support Officers to ride Transit buses within the downtown whenever possible.</li> </ul>

93. In 2013, Winnipeg was the first city in Canada to join the UN Global Safe Cities Initiative to reduce sexual violence against women and girls<sup>67</sup>. The Service supports the United Nations Safe Cities Initiatives<sup>68</sup> for Women and Girls by incorporating its methodology into the Downtown Safety Strategy<sup>69</sup>. In doing so, the Service works to create safe public spaces in the downtown for women and girls and to reduce violence and harassment.



<sup>67</sup> <https://winnipeg.ca/Clerks/boards/WpgSafeCity/default.stm>

<sup>68</sup> <http://www.unwomen.org/en/what-we-do/ending-violence-against-women/creating-safe-public-spaces>

<sup>69</sup> <https://winnipeg.ca/clerks/boards/WpgSafeCity/pdfs/AchievementsAndSupportedInterventions.pdf>

## C. RESTORATIVE JUSTICE AND DIVERSION

94. Restorative Justice is a method of dealing with criminal activities outside of the traditional court process. Historically, Restorative Justice has its roots in Indigenous traditions which dealt with criminal acts as violations of community, relationships and people. Resolution involves healing community, restoring balance and preventing future harm.
95. In November 2015, the Manitoba government passed the *Restorative Justice Act*<sup>70</sup> providing for alternative processes and offering diversion from the traditional justice system to community conferencing as an alternative in a continuum of responses dealing with issues stemming from social and cultural factors. This Act opens the door to ways of dealing with people besides charging them.
96. The Service is committed to Restorative Justice and diverting offenders into programming when appropriate. Restorative Justice provides opportunities for both victims and offenders to be active participants in programming that still holds offenders accountable without engaging in formal criminal prosecutions. The Service has the ability to make referrals to Restorative Justice programs offered by the Province of Manitoba<sup>71</sup>.
97. In September 2018, the Service expanded its Restorative Justice Program. Currently, members have the option of referring minor domestic violence incidents to the Restorative Justice Diversion. The following criteria must be met when considering an incident for diversion:
- a. Offender has no previous domestic violence charges involving the same victim;
  - b. Offender has no previous domestic violence charges in the past five years (Older charges of five or more years cannot include same victim);
  - c. Offender accepts responsibility; and
  - d. Victim agrees with diversion program.
- Offences that are not eligible for consideration include: aggravated assault, assault cause bodily harm, any firearm related offences or offences of a sexual nature.

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<sup>70</sup> <https://web2.gov.mb.ca/bills/40-3/b060e.php>

<sup>71</sup> [https://www.gov.mb.ca/justice/crown/pubs/restor\\_jus\\_booklet.pdf](https://www.gov.mb.ca/justice/crown/pubs/restor_jus_booklet.pdf)

98. Prior to the *Restorative Justice Act*, the Service used (and continues to use) pre-charge diversion where members may refer a person accused of committing a minor offence to a pre-charge diversion (alternate resolution) program. The person must attend an interview where they agree to complete a program such as community service, restitution, donation, letter of apology, etc. in order to avoid a court proceeding.
99. Service members, where possible, can divert young persons out of the court system and into extrajudicial measures including referral to community programs. In 2017, over 75 youth were diverted into extrajudicial measures by Winnipeg Police Service members.

## IV. RECRUITMENT AND TRAINING

### A. RECRUITMENT AND RETENTION

100. Foundational to the Service's strategic plan is to continue to build a service that knows and reflects the communities it serves<sup>72</sup>. The Winnipeg Police Board has requested that the Service set a benchmark to have at least 15% of each new recruit classes be comprised of individuals who are Indigenous. Since this target was established three years ago, The Service's human resources department has succeeded in recruiting 20% of new officers from Indigenous backgrounds for each new recruit class. 20% of auxiliary cadets hired by the Service within that time have also been Indigenous.
101. The Service has continually tried to improve recruitment strategies, developing a number of successful programs that have reduced the barriers Indigenous recruits found with the application process. Informational sessions are regularly held for anyone who is interested on the written entrance exam as well as on the physical abilities test have been available to familiarize applicants with the process. The Service also provided a study guide for applicants for the entrance exam as feedback from Indigenous applicants indicated they could use extra preparation<sup>73</sup>.

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<sup>72</sup> <https://winnipeg.ca/police/stratplan/stratplan.stm>

<sup>73</sup> See Appendix E for the complete Study Guide.



102. The Service's Indigenous Partnership Section along with the Human Resources Division have partnered with the Association of Manitoba Chiefs to hold recruiting activities on reserves in Treat 1 and Treaty 3 territory to find qualified Indigenous applicants, including the Pathways to Policing & Justice Services Symposium in Kenora, ON, the Vision Quest Conference and Trade show in Winnipeg and career fairs with the Sagkeeng and Black River First Nations. The Indigenous Partnership Section also engages with interested community members in Winnipeg at various events and provides information about applying to become a police officer. The Service agrees with evidence heard that agencies should not be passive in their recruitment efforts, as extra effort is required to overcome systemic factors that create barriers for Indigenous people to join law enforcement.

103. As part of the Service's recruiting strategies, specialized events have been held at the Police Headquarters for three groups of underrepresented communities in police: women, Indigenous people and visible minority community members (including Canadians and newcomers to Canada). Along with members of the RCMP, the Canadian Border Safety Agency and Corrections Canada, the Service held a two day recruiting event called the Future Women in Law Enforcement<sup>74</sup>. Sixty young women were able to meet current officers and have their questions answered about the realities of working in law enforcement. They were also able to get information about the different career paths available to a police officer in Manitoba. The Diversity Career Exhibition was held in July at the Police Headquarters, 65 community members were able to learn more about careers in the Winnipeg Police Service, meet current members and attempt the physical abilities test required<sup>75</sup>.

104. A key part of the recruiting and hiring process is conducting background checks on our new recruits. Part of the backgrounding process involves investigations into racial bias. Background investigators take a tremendous amount of time to interview potential applicants and their family, friends, acquaintances and references to determine if the applicant is biased

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<sup>74</sup> <https://www.cbc.ca/news/canada/manitoba/future-women-law-enforcement-1.4650331>

<sup>75</sup> <https://www.cbc.ca/news/canada/manitoba/winnipeg-police-diversity-career-expo-1.4763841>

or has displayed any racist behavior. The Service is dedicated to addressing and eliminating racial bias among its ranks<sup>76</sup>.

105. Indigenous officers, like all other officers, generally spend their first five years in General Patrol, as frontline officers in one of Winnipeg's four districts. The Service believes it is best practice to allow Indigenous officers to choose their own career path within the organization and does not prescribe where Indigenous officers should be working. Creating equal opportunity and allowing for individuals to lead from where they are skilled and comfortable has resulted in having Indigenous officers throughout the Service in Uniform Operations, Investigative Services, Operational Support and Support Services divisions.

## **B. TRAINING**

106. The Service is committed to providing training of the highest quality to its members in an active and ongoing manner. The Service maintains a reputation for high quality evidence-based training and the Training division routinely provides courses for outside groups (including members of the child welfare system, Winnipeg Transit, and RCMP D Division) and assists in training law enforcement officers from smaller agencies in Manitoba.

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### **(1) RECRUIT TRAINING**

107. New police recruits are trained over a 30 week period, which takes the form of 21 weeks of classroom and practical training, six weeks of field training with two different field training officers in two different districts (one urban and one suburban) and a final three weeks return to the classroom for final theory and practical exercises. The Auxiliary Cadets participate in a similar training, however for a shorter period of time.

108. Mandatory Recruit Training includes a week of cultural diversity training. Contained within the training are two days of dedicated specifically to Indigenous Culture and Awareness. This training is facilitated by the Indigenous Partnership Section of our Community Relations Division and presented by elders and other members of Manitoba's Indigenous community.

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<sup>76</sup> See Appendix F: Winnipeg Police Service Conduct policy and procedure.

109. While the exact content may change due to the interests and expertise of the individuals sharing with the recruit class, the 11 sessions provided to recruits in 2017 show the broad spectrum of history, ceremony, sacred teachings and contemporary issues.

110. 2017 Indigenous Culture and Awareness training sessions focused on:

- Contemporary and cultural issues for non-urban Indigenous people who move to an urban environment;
- Sacred medicine, ceremony and elder protocol;
- Sacred teachings and ceremonial items;
- Sharing circle;
- The Aboriginal Justice Inquiry (recent history of Indigenous people and policing in Manitoba);
- Metis culture and history;
- History of the Cree and Ojibway in Manitoba;
- Homeless and the Indigenous community in Winnipeg (familiarity with barriers to affordable housing for Indigenous people and resources that can assist);
- Treaties in Canada;
- Effects of the Residential School system in Canada;
- Indigenous Women (Manitoba Status of Women) and Support.

111. The Indigenous histories and cultures training received by recruits is one piece of their training which will allow new Service members to have a well-rounded knowledge of the varying life experiences and cultures of their fellow citizen as they develop their skills and knowledge on the job.

112. Recruit class training is designed to be the equivalent of 'basic training', initial training which is to be supplemented with field training and time as a junior officer. The Service then requires its officers attend various mandatory in-service training for the duration of their employment.

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## (2) REQUIRED TRAINING AFTER RECRUIT CLASS

113. The Service has required training for all sworn and civilian members of the organization: Fair and Impartial Policing ("**FIP**"). The training, which began in late 2015, applies the modern science of bias to policing; it trains officers on the effect of implicit bias and gives them the information and skills they need to reduce and manage their biases.

114. The curricula address not just racial and ethnic bias, but biases based on other factors such as gender, sexual orientation, religion and socio-economic status. These curricula are founded on the following fundamental principles:

- All people, even well-intentioned people, have biases
- Having biases is normal to human functioning
- Biases are often unconscious or “implicit,” thus influencing choices and actions without conscious thinking or decision-making
- Policing based on biases or stereotypes is unsafe, ineffective and unjust
- Fair and impartial policing is a cornerstone of procedural justice and important for the achievement of agency legitimacy
- Officers can learn skills to reduce and manage their own biases
- Supervisors can learn skills to identify biased behavior in their direct reports and take corrective actions when they detect biased policing
- Law enforcement executives and their command-level staff can implement a comprehensive agency program to produce fair and impartial policing

115. The science-based FIP perspective is consistent with the law enforcement commitment to evidence-based policing – which is not just about implementing better informed and tested crime control approaches, but also about how to effectively achieve fair and impartial policing. Developed by Dr. Lorie Fridell, an expert on biased policing<sup>77 78</sup>, co-authored *Racially Biased Policing: A Principled Response*, which guides law enforcement executives on how to respond to the issues of racially biased policing and the perceptions of its practice. Service training of all members is grounded on this work.

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<sup>77</sup> <http://intra.cbcs.usf.edu/persontracker/common/cfm/unsecured/criminology/bio.cfm?ID=42>

<sup>78</sup> <https://www.springer.com/gp/book/9783319331737>

116. Training is critical for changing the way we think about biased policing and preventing its occurrence. It is helping the Service to enhance community relationships and continue to build a Service that knows and reflects the communities it serves.

117. In response to the Truth and Reconciliation Commission's Call to Action #57 to educate public servants on the history of Aboriginal peoples, the history and legacy of residential schools, the UN Declaration on the Rights of Indigenous Peoples, treaties, rights and laws and Aboriginal-Crown relations, the City of Winnipeg has required that all civic employees take a course provided by the city's Indigenous Relations Division.

118. Chi Ki Ken Da Mun (Ojibway for "So You Should Know"): public Service leaders with direct reports take a two day awareness course that provides participants with an introduction to Indigenous people, culture, history and worldview. This experiential course builds awareness and understanding of Indigenous people through group discussions, first hand sharing of residential school experiences, a screening of the movie "We Were Children", a presentation on Culture, Ceremonies, and Medicines with sharing of a sacred bundle and participation in a sharing circle with Elders and Cultural Providers from the Indigenous community.

119. W'daeb Awaewe (Ojibway for "The Truth As We Know It"): public service employees without direct reports take an introductory course that provides them with an experiential approach to understanding Indigenous culture and promoting reconciliation and the spirit of inclusion. The teachings provide insight from an Indigenous perspective on culture, traditions and historical events in Winnipeg with a focus on the Residential School System and the impacts on Indigenous peoples. This course builds awareness and understanding of Indigenous people through group discussions, first hand sharing of the impacts residential school, a screening of "The Gladys Cook Story" and participation in a sharing circle with Elders and Cultural Providers from the Indigenous community.

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### (3) IN-SERVICE TRAINING

120. As a commitment to ongoing learning and improvement, members are provided with a number of training days each year which allow them to pursue career development and maintain a skill set informed by new advances in policing. Members are given the opportunity to take courses provided by the Service's training division and the City of Winnipeg's training division, as well as offsite courses provided by the Canadian Police College, other law enforcement agencies in Canada and the U.S., social service providers in relevant areas (like Klinik Community Health in Winnipeg)<sup>79</sup> and through the online resource of the Canadian Police Knowledge Network. The Service also uses offsite training courses as a 'train the trainer' opportunities, where the member who is chosen to attend a specific course will return and train other members in the new knowledge they have gained.

121. Among the variety of courses in investigative techniques, communication and leadership members access during member In-service training, there are additional courses in Indigenous awareness that can provide better understanding of local Indigenous cultures and the processes of reconciliation.

122. The Service courses on Indigenous traditions and teachings have been offered since 1997, including the Sweat Lodge ceremony, the Blanket Exercise (a teaching of how forced displacement changed Indigenous life in Canada at colonialization), tipi raising and Métis culture.

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### (4) DE-ESCALATION AND MENTAL HEALTH CRISIS TRAINING

123. The Service recognizes that the reduction in mental health services over the past 40 years in Canada has created a number of issues for those living with mental illness. It also recognizes that police are often dispatched to non-criminal calls when someone is having a mental health crisis because there is a concern for the safety of the individual or other first responders or there are no other responders available<sup>80</sup>. Both in recruit class and through policy on mental health, the Service recognizes that improvements can be made in dealing with vulnerable

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<sup>79</sup> <http://klinik.mb.ca/education-training/>

<sup>80</sup> <https://www.winnipegfreepress.com/local/costly-compassion-432928993.html>

communities through instruction in additional de-escalation techniques and mental health crisis intervention courses.

124. This training was developed by researchers from the University of Alberta Department of Psychology<sup>81</sup>, and consists of an online course covering de-escalation, communication and empathy strategies; a full day of scenario-based training and an additional day of training specifically focused for police crisis negotiation units<sup>82</sup>. The Service intends to have all sworn officers trained in de-escalation and mental health crisis intervention in the next two years.

125. The training offered by the Service is intended to ensure that officers are able to augment their experience in the field and give them a greater context for social, historical and cultural issues that they are exposed to.

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<sup>81</sup> <http://protraining.com/>

<sup>82</sup> <https://www.winnipegfreepress.com/local/police-training-program-focuses-on-mental-health-crisis-intervention-406610945.html>

## V. CONCLUSION

126. The Service would like to thank all of the witnesses, experts, and knowledge keepers for their extremely important testimony and truths that have helped us identify issues that affect our work and learn about best practices. The Service would also like to thank the Commissioners for their thoughtful insight during all three phases of the Inquiry. The Service would like to recognize all of the grassroots organizations, community groups and Indigenous men and women who participated in the Inquiry process and by doing so, provided our organization with invaluable information on how to better serve our community.

127. The Service has listened closely to what has been said during this Inquiry. We acknowledge that we have not always been on the right path and that we are still a work in progress. We are committed to improving and we are committed to working with the Indigenous community to help us improve. The input from the Indigenous community is invaluable to us as an organization and we will continue to work hard at building strong, trusting relationships with our Indigenous partners.

**ALL OF WHICH IS RESPECTFULLY SUBMITTED THIS 10<sup>th</sup> DAY OF DECEMBER, 2018.**

  
**KIMBERLY D. CARSWELL**



# APPENDIX A

# APPENDIX B

# APPENDIX C

# APPENDIX D

# APPENDIX E

# APPENDIX F

# APPENDIX G