



An IPAC Case Study

Case Studies in Policy Innovation in Canada's Public Sector

City of Winnipeg: Winnipeg Police Board's Indigenous Council on Policing and Crime Prevention

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The IPAC Case Study Program
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Title: Case Studies in Policy Innovation in Canada's Public Sector:

City of Winnipeg: Winnipeg Police Board's Indigenous Council on Policing and Crime Prevention

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Abstract: This case study explores key mechanisms of policy capacity that can support Canadian public sector organizations to deliver policy and program innovation and excellence in an increasingly complex context. The Indigenous Council on Policing and Crime Prevention provides advice and recommendations for how the Winnipeg Police Board could better engage with Indigenous people in Winnipeg. The Council is unprecedented in police governance because of the formal relationship it establishes with the Board and the commitment the Board makes to giving weight and consideration to the input and advice received through the Council. The Council is analyzed through Mohr's (1969) motivation-obstacles-resources lens which considers the motivations of organizations to innovate, the obstacles faced by governments contemplating innovation, and the resources drawn on to adopt these innovations. Several policy capacity mechanisms comprising the resources used to adopt innovative initiatives are revealed and examined.

Key Tags

- Policy, Policy capacity, Policy innovation, Open government, Municipal government, Communications, Public sector business management, Public sector leadership, Winnipeg, First Nations, Policing, Police Governance, Innovation, Indigenous, Stakeholders, Urban Indigenous

Innovation in the Public Sector: About This Series

Government and public agencies are constantly adapting and innovating. There is no shortage of challenges, natural, human and organizational, that demand it. Often innovation takes the forms of small steps, tentative trials and adaptations based on experimentation. Seldom is innovation of the big-bang, game-changing variety in government. It is more often the tentative change, the trial and error and adaptation or, as we see more often, the rapid response to major events, threats or urgent demands. The series opens with three cases, written by Malumir Logan and extracted from her larger look at innovation in the public sector, entitled, **Policy Capacity Mechanisms to Support Innovation in the Canadian Public Sector.**

We welcome more cases like this. IPAC celebrates innovation in the public sector in a number of ways, through its awards program and the content of its Annual Conference as well as the Leadership Conference. What case studies bring to the conversation is a granularity of detail and the capacity to learn from others through lessons learned, roads best not to take and practices that worked and might be applicable in other situations. For the academic, these cases provide concrete examples of what innovation actually is, what the challenges are and how to best understand the concept in the public context.

Please connect with the Case Study Editor if you have a case for the Series.

Initiative Description

The Indigenous Council on Policing and Crime Prevention provides advice and recommendations for how the Winnipeg Police Board could better engage with Indigenous people in Winnipeg. The Winnipeg Police Board exists at arms-length and works closely with the City of Winnipeg; the Board's authority, purpose and duties are derived from the *Police Services Act* and enabled by City of Winnipeg by-law 148/2012 (City of Winnipeg 2012; Winnipeg Police Board 2016). The Board uses its relationship with the council to improve its public engagement plan and to inform its strategic priorities, policies, administrative direction and performance management for the Winnipeg Police Service (Winnipeg Police Board 2015 "September 11, 2015 Press Release"). The Council is unprecedented in police governance because of the formal relationship it establishes with the Board and the commitment the Board makes to giving weight and consideration to the input and advice received through the Council.

Impetus for the Initiative

Manitoba, unlike many jurisdictions across Canada, did not have previous experience with civilian governance in policing prior to the establishment of the Winnipeg Police Board. Prior to this, civilian governance took place via municipal councils, sometimes with the assistance of citizen advisory boards. The Winnipeg Police Board became active in 2013 and struck an Executive Director Search Committee of the Board. The Committee asked candidates to identify and present on a range of issues as part of the recruitment process. The candidate who was ultimately selected as the Executive Director of the Winnipeg Police Board proposed the creation of an Indigenous Council as part of a broader Aboriginal Strategy (I1 2016).

The first opportunity to follow up on the idea of this Council arose in December 2014 when the Winnipeg Police Board passed a resolution to include in its strategic planning process the increased protection of Indigenous women and girls from violence and exploitation. This resolution also included a commitment to establish an Indigenous Advisory Council on Policing and Crime Prevention. The Board commenced a consultation process to inform the establishment of its strategic plan. This consultation found support within the Indigenous community for establishing the Council, and this commitment was made an action item in the strategic plan (I1 2016).

Consensus has been achieved on the establishment of an interim Terms of Reference. The Council has met several times and established a subcommittee to make recommendations on a Terms of Reference. The Executive Director was asked to support the subcommittee by drafting a proposed final Terms of

Reference, which was approved by the Council in March 2016, and approved by the Board in April 2016 (I1 2016; July 8, 2016).

Initiative purpose

The mandate of the Council as set out in the interim Terms of Reference is “to provide information, knowledge, and advice to the Board respecting any matter affecting or pertaining to Indigenous people, relevant to the purpose and duties of the Board under The Police Services Act” (Winnipeg Police Board 2015 “Indigenous Council”). In other words, the Council will provide this information, knowledge and advice to the Winnipeg Police Board so the Board can take these important factors into account when it delivers on its responsibilities. The Council has engaged in a priority-setting and work-planning exercise to determine how it will deliver on its mandate (I1 2016).

Process and Outcomes to Date

In the initial consultation process to explore the potential of the Council, Board staff worked with the members of what would become the Board’s Indigenous Liaison Committee (though the Indigenous Liaison Committee was not formally established until afterward) and other contacts to identify leaders in the Indigenous community in Winnipeg. These leaders are actively engaged in a range of organizations such as the Manitoba Metis Federation, Southern Chiefs Organization, Assembly of Manitoba Chiefs, Native Clan Organization, Aboriginal Council of Winnipeg, as well as community organizations involved in crime prevention and provision of support to victims of crime (I1 2016).

In the spring of 2015, the Board invited 30 of these contacts to discuss establishment of the council. This engagement was productive and resulted not only in support for the Council, but also recommendations on the composition of the Council and an interim Terms of Reference. Feedback from these contacts also helped the Board to refine its vision for the Council to ensure it empowered Indigenous people and improved their confidence in the Council’s capacity to address the priorities of Winnipeg’s Indigenous communities. After the Board heard that Indigenous residents had negative prior experiences with advisory councils where they felt their feedback was not taken seriously, the Board made a commitment in the interim Terms of Reference to consider and publicly acknowledge all formal recommendations made by the Council (I1 2016). Following this engagement, the interim Terms of Reference was established and a nomination process initiated. Advertisements were posted and communications sent to community organizations to invite the community to nominate potential candidates. The Board established a nomination subcommittee, composed of the same members as the Indigenous Liaison Committee. The nomination

subcommittee reviewed the numerous nominations against a set of criteria and made recommendations for the Council to the Board.

Once the Council was established, the initial meetings of the Council were designed to build capacity of the Council, to allow members to become acquainted and discuss how they would work as a Council, and to establish the subcommittee to develop a final Terms of Reference. The Board Chair also attended one of these meetings to present on the Board's engagement process and the role of the Council within the Board.

Key Factors of Success

The group of community leaders the Board gathered originally as part of the initial consultation process in the spring of 2015 was important to the successful establishment of this Council. As described by the Executive Director, "These were people who are really engaged in the community, who are working on the ground with the Indigenous community, who are dealing with areas of crime, and otherwise highly engaged with community-based organizations" (I1 2016).

Typically, in engagement and nomination processes, there can be uncertainty concerning the calibre of relevant experience and insights, but this group was composed of very high quality people with a willingness to work together and compromise (I1 2016).

The committed engagement and willingness of the Board to compromise was an additional significant factor to the establishment of this Council. For example, the Council wants to be an empowered body that enacts tangible results. The Board has been responsive to this Council objective by allowing as much empowerment as is legally possible within the framework of the Board's governance. In terms of resources, the Board has agreed on the process that the Council will make a recommendation to the Board; if the Board accepts that recommendation it will then seek the resources to support the recommendation's implementation. The Board has also agreed to be accountable as to what it does with the Council's advice by publishing it, along with follow-up decisions in public meeting agendas and minutes. Additionally, the Board's responsive approach to allow the Council to establish its own Terms of Reference, subject to legal constraints, has been an effective mechanism to obtain general buy-in to the establishment of the Council. In terms of measuring performance, the Council is responsible to set its own priorities. The Executive Director has been working with the Council to build in deliverables within each priority initiative, including timelines and milestones that will allow the success of each initiative to be measured. A more comprehensive performance measurement approach may be developed at some point; however,

the requirement to annually review the Terms of Reference will provide an initial mechanism to review performance of the Council's initiatives.

Barriers or Limitations Encountered

The key practical limitation to this Council is the legislation preventing the Council from being truly empowered, in that the Council's decisions cannot be substituted for the Board's. The *Police Services Act* does not specifically prohibit this, but the Act gives a police board the responsibility to establish policies, among other responsibilities (Government of Manitoba 2009: s. 28.1). By delegating that authority to another body, a police board would be failing to fulfill its mandate (I1 2016). Another limitation associated with empowerment is the limitation to resources, as the Council does not have discretionary money. The availability of fiscal resources is the primary limitation to true empowerment of this Council, and may be an ongoing challenge (I1 2016).

Lessons Learned

A key challenge in the adoption of this innovative initiative was to overcome understandable distrust from the Indigenous community in another government consultation mechanism. There was initial concern in the community regarding whether this endeavour would be any different from any other consultation. However, the Board's approach overcame these concerns; specifically, the Board's approach to engage community leaders from the germ of the idea at the start through to the establishment of the Council helped to ensure that this was not simply another consultation process to which governments were subjecting Indigenous people (I1 2016).

Political and Public Acceptance

The establishment of the Council has not been high profile, so at this juncture there has not been broad public reaction. Additionally, there has not been a significant political reaction either. In late 2015, the Mayor of Winnipeg established an Indigenous Advisory Circle (the "Mayor's Indigenous Advisory Circle", one of three committees of the Mayor) (City of Winnipeg 2015), and although there have been concerns about duplication of effort, there are plans underway for members to attend each other's meetings in order to avoid potential overlap.

The Council itself has been very positive, likely because the Council members are all highly engaged and motivated people, who are totally unpaid volunteers with access to Board staff to act as a secretariat for the Council (I1 2016).

Motivation-Obstacles-Resources Context

Keeping in mind Mohr's framework outlined in the introduction of this paper, elements of the Winnipeg Police Board's motivation to deliver public service excellence by establishing the Council are related to some of the obstacles that created escalating pressures for the city. First we will discuss the obstacles

which helped to fuel the motivation for the innovation, and then we will look at the resources—the policy capacity—of this case.

Obstacles

Significant obstacles faced by the Winnipeg Police Board include the over-representation of Indigenous adults and youth in custody in Manitoba¹ (I1 2016; Statistics Canada 2015) and ongoing tenuous relationships in an era of truth and reconciliation following the legacy of colonialization in Canada (Truth and Reconciliation Commission of Canada 2015). Additionally, at 11 percent of the Winnipeg population, Indigenous peoples make up a significant proportion of the city's population (2016; Statistics Canada 2011). As such, these realities create a challenging context within which the Board must deliver on its responsibilities, but also represented part of the rationale for creating this Council. It is important to note that, despite this challenging context, the obstacles to the creation of the Council itself were not significant barriers. While there were critics who questioned why a Council was necessary, these objections were overcome with education and discussion on the aforementioned rationale (I1 2016). The escalating pressures of these obstacles created the conditions for good timing that contributed to successful adoption of the Council.

Motivation

In terms of motivation, there is a desire in Winnipeg to renew relationships with Indigenous peoples. In recent years, there has been increasing public “collective outrage at the disproportionate and unacceptable frequency with which Indigenous women and girls are murdered or go missing” (Winnipeg Police Board 2014). Additionally, a January 2015 article in Maclean's stated that “Winnipeg is arguably becoming Canada's most racist city.” (Macdonald 2015; CBC News 22 June 2015). The growing spotlight on these issues helped to create an environment of motivation to seek change and receptiveness to ideas that could support such a change. The stage was thus set for adoption of an innovative idea. The timing aligned to follow up on the idea of an Indigenous Council when the Winnipeg Police Board passed a resolution to include in its 2015-2019 Strategic Plan prioritization of increased protection of Indigenous women and girls from violence and exploitation (I1 2016; Winnipeg Police Board 2014).

¹ Indigenous adults and youth in custody are over-represented at over 70 percent of the adult population in Manitoba jails (Statistics Canada 2015) and 85 percent of youth in custody in Manitoba (I1 2016).

Resources

As our framework for discussion defines Mohr's resources component as policy capacity which includes the analytical, operational and political skills and resources to develop policy solutions and perform other policy functions, we will identify the key mechanisms that supported adoption of the Council. Policy capacity elements in this case included the following:

- The analytical and operational resources demonstrated by the Executive Director Search Committee and Winnipeg Police Board as a whole, both of which indicated openness to new ideas and change in its selection of a candidate, who included a novel idea in his self-marketing as part of the competition process.
 - o This reflected operational resources, as the Winnipeg Police Board had a hiring process in which the search committee demonstrated the Board's mindset that was "conducive to change" and recognized "the importance of leadership motivation and behaviour." (Mohr 1969: 115). This also reflected analytical resources, because Canadian public sector organizations' business management and governance processes may be administrative, but the implementation of the processes themselves is informed by policy work.
- The political will and policy advice that resulted in the Winnipeg Police Board's resolution to include in its strategic planning process the increased protection of Indigenous women and girls from violence and exploitation, and a commitment to establish the Council.
 - o This indicated the analytical, operational and political elements of policy capacity. Analytical resources existed in the provision of advice that resulted in the Board's decision to pass the resolution; operational resources existed in the form of the governance process of the Board; political resources existed in the political will of the Board to unanimously support the resolution.
- Analytical resources that provided the facts, figures and advice most relevant to Winnipeg's context related to Indigenous peoples in the development of the Council.
- Analytical, operational and political resources to recognize the value of and enable:
 - o Inclusion of this priority in the strategic planning process.
 - o Funding to support the priority; this in itself is an operational resource.
 - o Employment of a full consultation process to explore the potential of and produce recommendations on how to establish the Council.

- Identification of Board staff to serve as a secretariat for the Council (I1 2016).
- A significant analytical and political resource included the breadth of community organizations whose leaders have been committed to actively supporting the Council's establishment and work since before its inception.
 - This resource was analytical from the perspective of the input provided by these leaders during the consultation process, and political from the perspective of the recognition of the weight that community leaders' input holds, particularly given a context of historically patriarchal relationships between Canadian governments and Indigenous groups.

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