



THE ENVIRONMENT FOR POLICING IN WINNIPEG

2015



Winnipeg  Police Board

MESSAGE FROM THE BOARD CHAIR

Winnipeg is a unique and vibrant city, and a place that I am proud to call home. As Chair of the Winnipeg Police Board, I am passionate about creating safe and secure communities throughout the city to improve the quality of life of all residents.

The Winnipeg Police Board is mandated with acting as a community liaison for the Winnipeg Police Service. The Board is responsible for setting priorities and objectives for the Service that are consistent with community needs, values, and expectations. This document is intended to summarize what impacts policing in Winnipeg so residents can meaningfully join in discussions about the future of policing in the City. It describes the nation-wide trends in policing that apply to Winnipeg and the public safety issues that require tailored responses.

The Winnipeg Police Board was created in 2013 and is part of a new model of civilian governance of police services. The promise of this approach to policing lies in its emphasis on enabling citizens to become more involved on issues of public safety and law enforcement. The Board hopes that this document sparks a public conversation where residents can raise their questions and concerns with the Board and the Winnipeg Police Service. Every year the Board holds a minimum of two public consultation meetings to receive public input that will shape the priorities and objectives of the Winnipeg Police Service. The dates for this year's meetings will be finalized by May and published on the Board's website (<http://winnipeg.ca/clerks/boards/WpgPoliceBoard.stm>). Residents can also contact the Board at any time in the following formats:

- Online - <http://winnipeg.ca/shared/htmlsnippets/MailForm.asp?Recipient=wpb&Title=Winnipeg%20Police%20Board>
- By phone – 204-986-8690
- By mail – Winnipeg Police Board, 902-457 Main Street, Winnipeg, Manitoba, R3B 1B5

On behalf of the Winnipeg Police Board, I would like to thank you for considering this document and invite you to contact the Board with your feedback.

Sincerely,

Scott Gillingham
City Councillor, St. James – Brooklands – Weston ward
Chair, Winnipeg Police Board





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EXECUTIVE SUMMARY

This document provides a summary of the context in which police services are provided in Winnipeg. It is an update of a 2014 report published by the Winnipeg Police Board. The Board updates its assessment of the environment for policing in Winnipeg every year to share with the public its understanding of the trends and issues that shape what is needed and expected of the Winnipeg Police Service. This allows the public to engage in dialogue with the Board about these trends and issues, or to identify further issues it expects the Board to address.

The 2015 edition of *The Environment for Policing in Winnipeg* describes population trends (such as the gender, ethnic and linguistic diversity, and median incomes of residents) and the settlement patterns (the city's settlement history, neighbourhoods, residential density, residence types) that define Winnipeg. It then presents data on crime in Winnipeg, considering the types of crimes that are committed and their prevalence. All of these characteristics make Winnipeg unique; they help determine what the city's public safety priorities are and what residents expect from their police services.

There are other factors that are changing the nature and scope of policing that are not unique to Winnipeg. These, too, play a role in forming the environment for policing in Winnipeg. Some of these factors are:

1. Changing laws and procedures are making it more complex and time consuming to conduct proper police investigations;
2. Rapidly advancing technology is changing the way crimes are committed and how crimes are investigated;
3. There has been a significant increase in incidents involving individuals with mental health and addiction issues, missing persons and runaways;
4. There is a growing awareness that diverse communities have distinct safety needs ;
5. Cross-border crime and police involvement in responding to threats to national security have increased;
6. There is a growing need to maintain order at large gatherings, events and protests;
7. Police services are one part of a much larger, more complex justice system; and
8. The cost of policing is growing steadily.

Finally, this document provides the public with information on the Winnipeg Police Service and the Winnipeg Police Board. It offers an overview of the Winnipeg Police Service – how it operates and the services it provides. It also covers the Board, its mandate, and how members of the public may contact the Board.



1. INTRODUCTION

The City of Winnipeg is located where the Assiniboine and Red rivers meet, in the prairie region of the Province of Manitoba. Indigenous peoples have lived here for millennia, and it was occupied by Anishinaabe, Cree and Nakota (or Assiniboine) people when the first Europeans arrived in the area. Europeans began building trading posts on the future site of Winnipeg in the eighteenth century, and began permanent settlement in 1812 with the founding of the Red River Colony.

The lands of the Hudson Bay watershed were granted by Royal Charter to The Hudson's Bay Company in 1670. This vast region was called Rupert's Land for the next 200 years, until it was sold to the Government of Canada in 1870. The rights of the Métis people in the Red River region were acknowledged in the *Manitoba Act* of 1870, which required the federal government to set aside land for the Métis. The leaders of First Nations in the south-eastern area of what is now Manitoba negotiated and entered into a treaty with the British Crown in 1871, which enabled Canada to open up the treaty lands to settlement and immigration. The benefits and obligations of this agreement, known as Treaty No. 1, continue to apply to all residents of Winnipeg today.

In 1873, Winnipeg was incorporated as a city. A year later it appointed its first Chief of Police who, along with two constables, became the municipal police force. Both the city and the Winnipeg Police Service have grown since then. The City of Winnipeg had an estimated population of 699,346 in 2013. The Winnipeg Police Service has grown from three members to nearly 2,000. The Service now includes specialized units and its officers patrol four districts that cover the city's 464 square kilometres.

As the city and its population have changed, so have the city's policing needs. This report summarizes the factors and issues that affect policing in Winnipeg – how police services are delivered and what citizens' collective public safety priorities are. The Winnipeg Police Board releases this report to share information with the public to encourage citizens to engage with the Board and attend the Board's annual community consultation meetings.

2. POLICING IN THE TWENTY-FIRST CENTURY

The policing landscape has changed significantly over the past thirty-five years, calling for different approaches, models and resourcing. These are some of the trends that are impacting the delivery of police services in Canada.

1. Changing laws and procedures are making it more complex and time consuming to conduct proper police investigations

Since the Charter of Rights and Freedoms was enshrined in the Canadian Constitution in 1982, everyone in Canada has been guaranteed freedom from unreasonable search or seizure and freedom from arbitrary detention or arrest. This means that, to act lawfully, a police officer needs to have a good reason to justify searching a person or their private property, taking a person's possessions, or arresting or detaining a person. Court cases such as *R v. Stinchcombe* (1991) and *R v. McNeil* (2009) have given police services direction on what it means in practice to respect Canadians' Charter rights. Individuals accused of a crime have a constitutional right to full and complete disclosure of the police investigation and the Crown's case. Part of this disclosure must now include handing over records of any misconduct or disciplinary action against any officers involved in a case. These changes have affected policing by giving police officers more direction on how to protect the rights of the individuals they investigate, and by requiring police officers to submit more information and paperwork in preparation for court.

2. Rapidly advancing technology is changing the way crimes are committed and how crimes are investigated

Any traditional crime can now be committed with the help of technology. Cybercrime is one of the fastest-growing areas of crime. It includes:

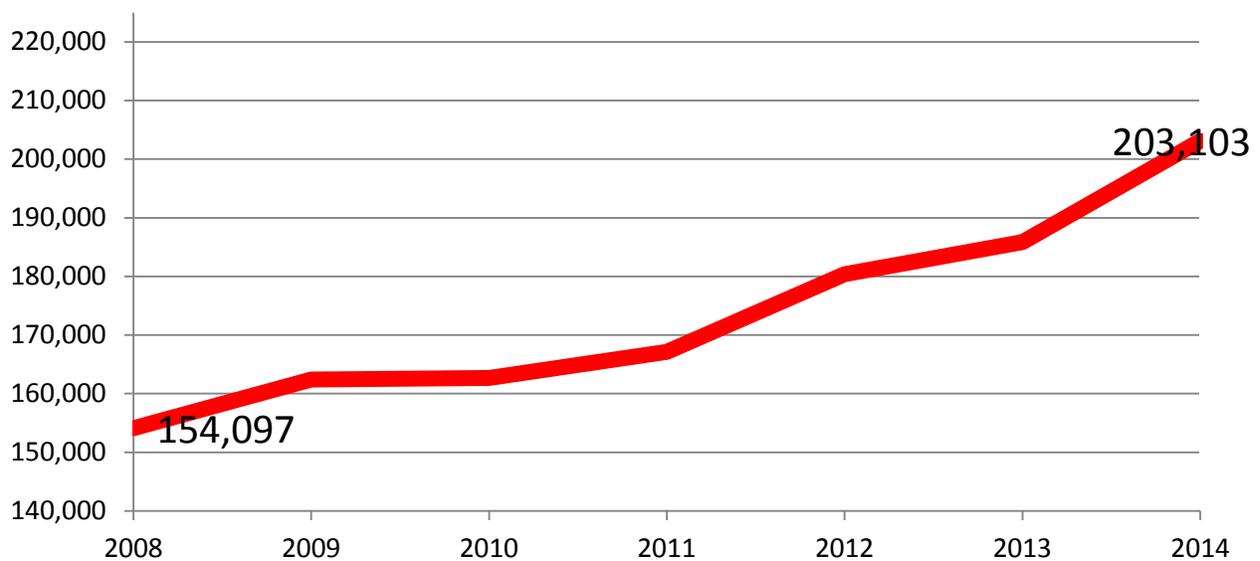
- Identity theft
- Child pornography
- Attacks against computer data and systems
- Use of viruses
- Threats against infrastructure controlled by technology
- Recruiting for and inciting terrorism
- Commercial fraud

Cybercrime is global, is complicated by different laws in different provinces and countries, and needs careful coordination of police organizations. Technology has also improved investigation abilities, while at the same time dramatically increasing the volume of information and evidence to examine. The sheer volume of technological devices used to communicate has increased the amount of information and evidence for police investigators to collect.

3. There has been a significant increase in incidents involving individuals with mental health and addiction issues, missing persons and runaways

Across Canada, police are being called on to play a greater role in responding to incidents that are not necessarily criminal in nature. These incidents often result from vulnerable persons struggling to find the assistance and support they need from other public services. For example, the Winnipeg Police Service receives over 6,500 missing persons reports each year. In 2014, 79% of those were youth who ran away repeatedly, often from the care of Child and Family Services. The Vancouver Police Department estimates that at least 21% (possibly as high as 30%) of the incidents its officers respond to involve people with mental illness. A lack of capacity in the mental health system has increased police workloads across Canada, with the situation in Vancouver reaching crisis proportions. This has increased the demand on police to find safe options for these individuals, normally in hospital emergency rooms. The increase in these incidents has had a significant impact on the Winnipeg Police Service. While crime in Winnipeg has declined since 2008, the number of calls for police to provide assistance (including situations where police observed an incident in progress) rose from 154,097 in 2008 to 203,103 in 2014 – an increase of 32%.

Dispatched calls for service, 2008-2014



4. There is a growing awareness that diverse communities have distinct safety needs

Inquiries, protests, and increased public scrutiny have called attention to discrimination – both in society in general and the justice system in particular. Police services need to treat all citizens with respect and serve them without bias. Police services across Canada have been working to improve their relationships with people who have historically been underserved or discriminated against by the justice system, such as Aboriginal people or members of visible minorities. Police are using officer training programs and community relations divisions to provide people in these communities with positive interactions and improved service. Where marginalized groups are overrepresented as victims or offenders of crime, police services are called on to play a role. Indigenous women and girls are disproportionately more likely to be murdered or go missing than other Canadians, and initiatives

intended to improve the safety and protection of Indigenous women and girls engage police services as one of the agencies that can make this happen.

5. Cross-border crime and police involvement in responding to threats to national security have increased

As mentioned, the internet makes it easier to commit a crime that victimizes people living in a different city or country, which makes investigating the crime more challenging. Growing concerns over terrorism mean police services need to be more aware of and prepared for threats to national security and public order. While these concerns add to the responsibilities and workloads of municipal police services, some feel the resources required to train, equip and support officers to deal with these challenges remain concentrated at the federal level.

6. There is a growing need to maintain order at large gatherings, events and protests

The Canadian Charter of Rights and Freedoms protects the right to peaceful assembly, including at large events and protests. Police services need to do more preparatory work and deploy more officers for large events such as the 2010 Winter Olympics in Vancouver and the G20 Summit in Toronto in order to maintain adequate security.

7. Police services are one part of a much larger, more complex justice system

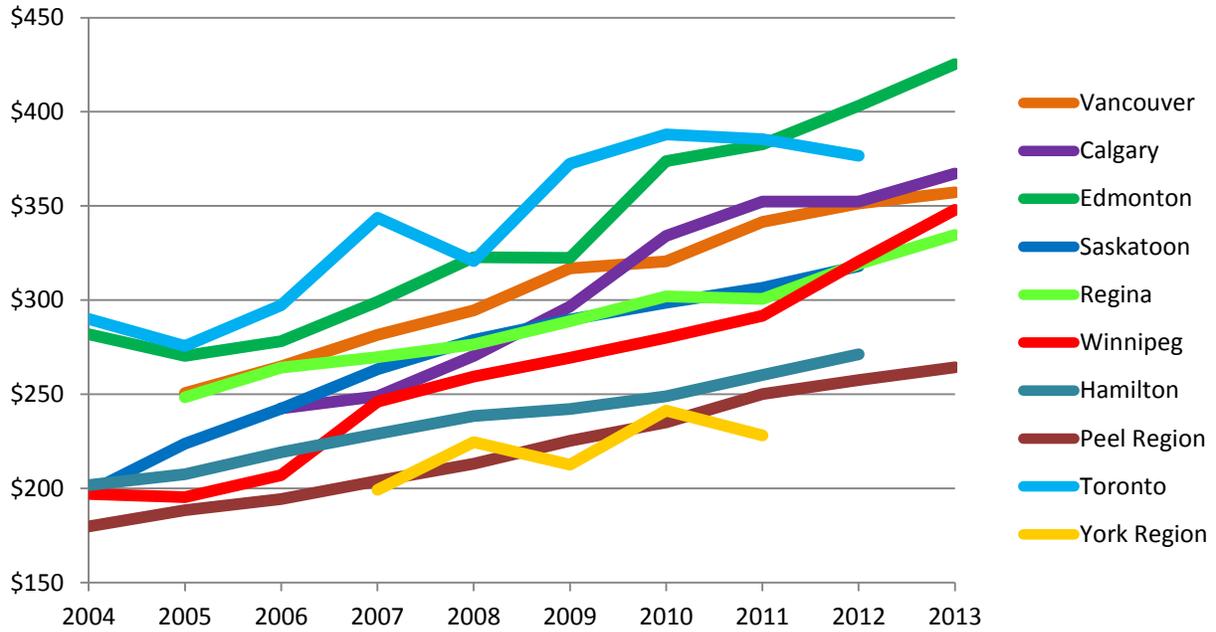
Police services are concerned with protecting the safety and security of citizens and their property, and with maintaining public order. However, police services are not the only agencies that share these goals. In the 21st century, police services are viewed as actors and leaders in a system of organizations devoted to public safety. This view of public safety acknowledges that police services need to work with the justice system, social services agencies, health authorities, child welfare agencies, private security firms and community organizations to keep communities safe. Seeing police as part of a network also means understanding that what other actors do (or fail to do) can increase or decrease the workload for police officers. For example, when local health authorities lack the capacity to meet the needs of people with mental illness, police officers are more likely to apprehend persons in a state of mental health crisis using their authority under the *Mental Health Act*. Which laws are passed by government and how those laws are interpreted by the courts also affect police because they define which behaviours are considered crimes.

8. The cost of policing is growing steadily

Despite declining rates of reported crime, the cost of policing is growing steadily. The combined cost of police services in Canada exceeded \$13.5 billion in 2012, and it continues to climb. The cost is assumed by Canadians. They pay for police services primarily through municipal, provincial, and federal taxes but also through fines and user fees for services such as alarm permits and criminal background checks. In 2012, Public Safety Canada calculated that Canadians were paying an average of \$371 each for policing. In 2013, residents of Winnipeg were paying \$348 each for municipal police services. These resources are used to cover the cost of police salaries and benefits, training, facilities, equipment and other services. Police services across Canada regularly spend 80-90% of their annual operating budgets on salaries and benefits for their sworn officers and civilian staff. The overall rise in policing costs is raising

concerns among politicians, administrators and citizens alike about the ability to sustain policing at the same level in the future.

Per capita costs of policing in Canada, 2004-2013



The first seven trends combine to make police work more complex, demanding and work-intensive. This, in turn, plays a role in driving up policing costs. How these trends have affected policing in Winnipeg is described in chapter 4.

3. CITIZEN NEEDS AND EXPECTATIONS

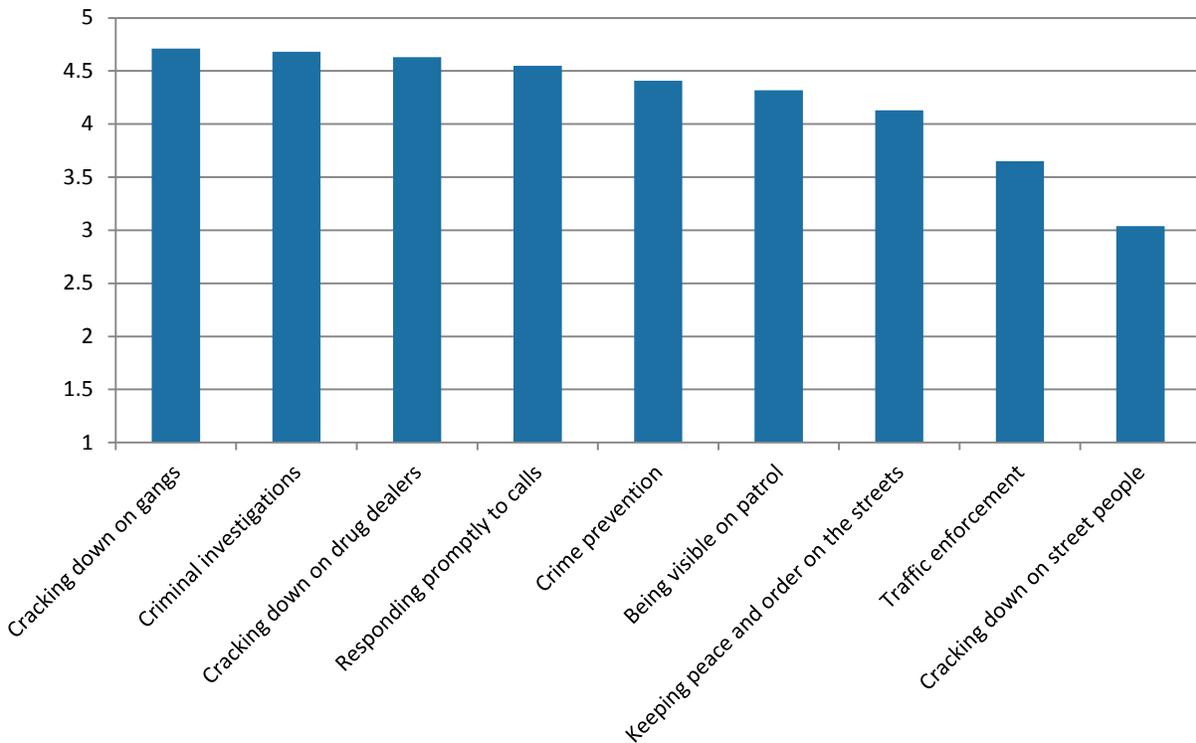
The Winnipeg Police Board has a mandate to ensure that police services within the City of Winnipeg are delivered in accordance with community needs, values, and expectations. So what do residents expect from the Winnipeg Police Service? Feedback from residents who attended the Board's 2014 public consultation meetings and those who participated in the Service's 2013 satisfaction survey reveals what is generally expected of police. Some of the most common expectations are:

- **Police officers should be well-trained professionals**
The public expects police officers to be prepared to deal with a range of challenging situations. Not only should officers be knowledgeable of the law, they should also have a thorough understanding of their community and its diverse cultures. The public expects a high degree of professionalism from the Service, meaning its officers should be ethical, thorough, and respectful in their interactions with the public.
- **Police officers should be effective**
The public expects police officers to be competent in all aspects of their work, from crime prevention to criminal investigations, and to have access to the tools and technology that allow them to be fully effective. Staff Sergeant Robert Christmas, who has written extensively about policing in Canada, has pointed out that these expectations are sometimes inflated by public exposure to dramatized movies and television shows about police work, and that most police services around the world are unable to analyze DNA in minutes or search a single database and access detailed information on a suspect.
- **Police services should keep the public informed**
Because they want to be proactive in protecting themselves, because police services are tax-supported, and because police officers are in positions of power and authority, members of the public expect to be informed about police activities. They expect to have access to public safety updates for their communities and expect the police to report on their own performance. There are also situations where the entire community is affected by a single case, and becomes invested in knowing the police are carrying out an effective investigation. In these cases, the public expects reassurances that the investigation is being pursued, but also expects police officers to protect confidential information in order to be sensitive to victims and not tip off potential suspects.

Beyond these more general expectations that are common to police services across Canada, the Winnipeg Police Service's 2013 satisfaction survey reveals feedback specific to the Service's performance. The survey identifies residents' needs and expectations by asking them to identify the types of service they feel the Winnipeg Police Service should prioritize, whether they are satisfied with the performance of the Service and its officers, and whether they feel safe in their neighbourhoods. The 2013 survey results show that the respondents feel that all of the services the police provide are valuable, and offered input on which were the most important.

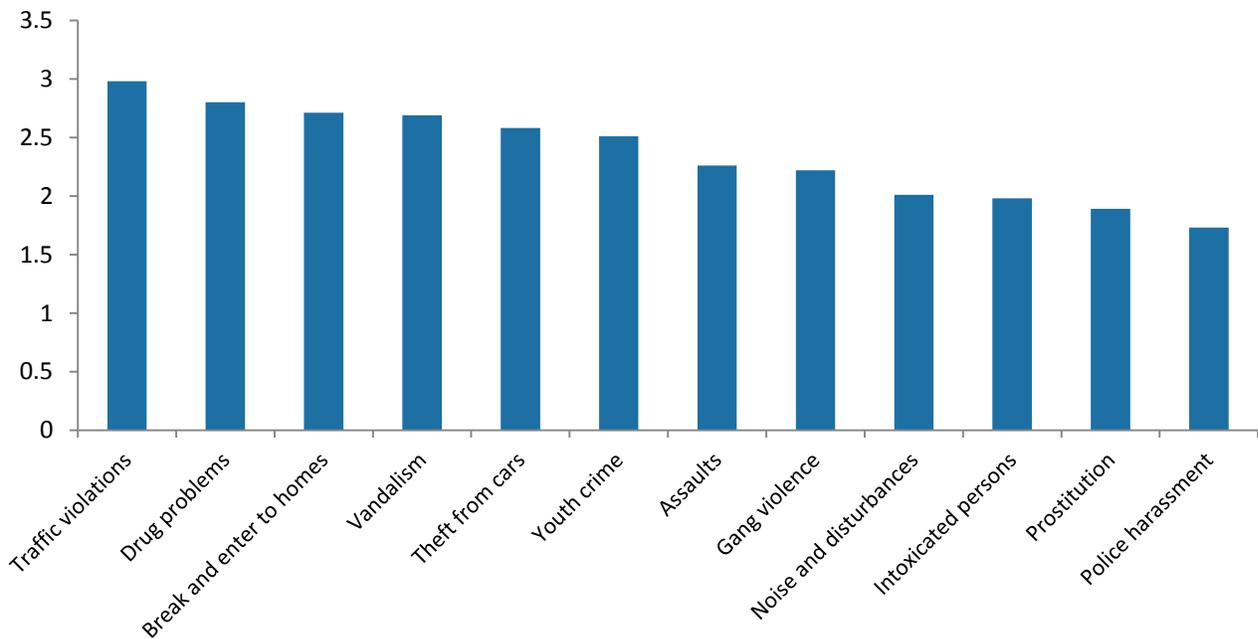
Importance of Policing Activities

Average responses from a 2013 survey where Winnipeg residents were asked to rate police activities for their importance on a scale of 1 (not important at all) to 5 (extremely important)



Seriousness of Public Safety Issues

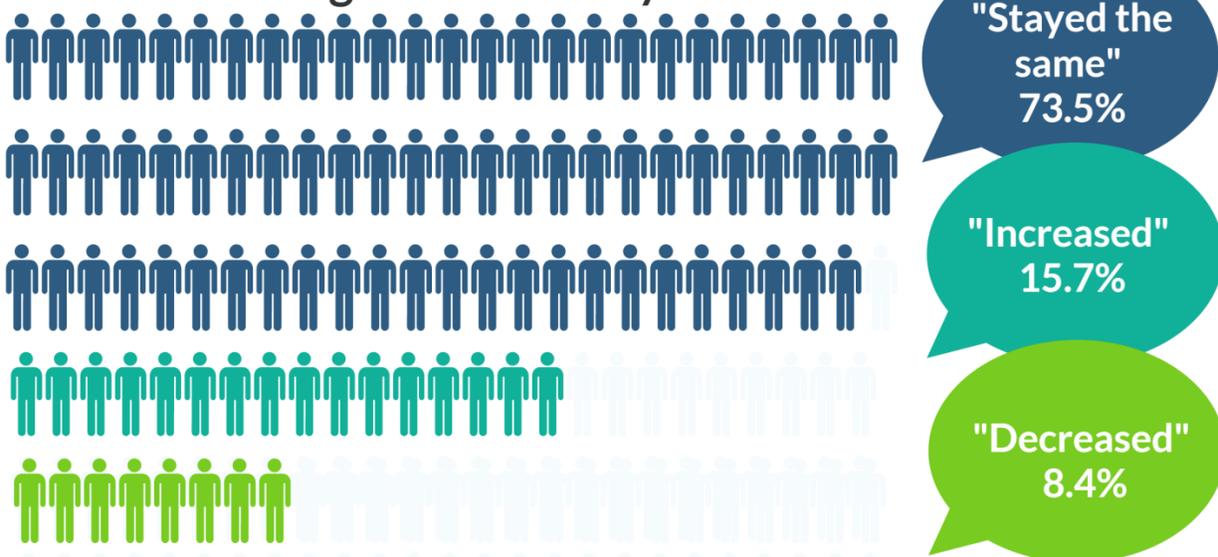
Average responses from a 2013 survey where Winnipeg residents were asked to rate problems in their neighbourhood for their seriousness on a scale of 1 (not very serious) to 5 (extremely serious)



Perceptions of Neighbourhood Crime

Data from the Winnipeg Police Service and Statistics Canada show that rates of reported crime are declining in Winnipeg. The Winnipeg Police Service's satisfaction survey findings indicate that citizens do not necessarily feel crime is declining in their neighbourhoods. The mismatch between the crime data and citizen perceptions as captured in the 2013 survey suggests that citizens continue to have public safety concerns. Perceptions of crime affect citizens' sense of safety. Whether citizens feel crime is under control and feel safe in their neighbourhoods can affect how they view the Winnipeg Police Service – how it is doing and what its policing priorities should be.

Do you feel crime in your neighbourhood changed in the last year?



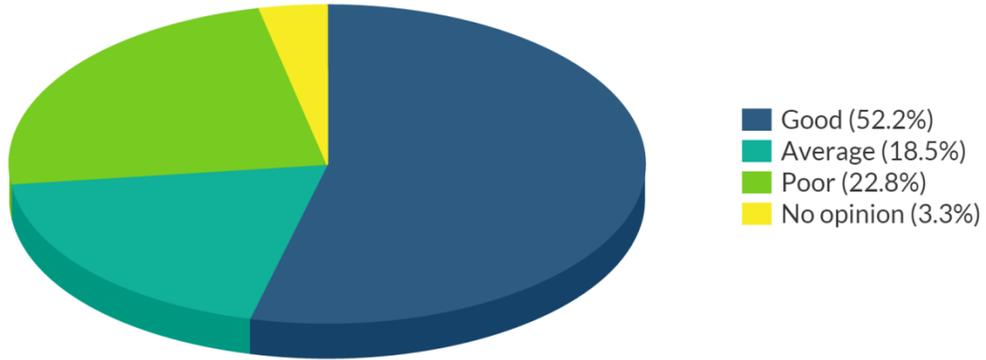
Opinions of Police Performance

The 2013 satisfaction survey revealed that respondents who had come into contact with the Winnipeg Police Service by reporting an incident generally felt the Service does a good job. Respondents were also generally supportive of the size of the Service's complement, with 61.7% holding the opinion that Winnipeg has the right number of officers. A sizable minority, 37.2%, felt Winnipeg needed more police officers, but this figure had actually declined since the 2010 survey.

The overall results of the survey suggest that residents of Winnipeg are generally satisfied with the Winnipeg Police Service: they affirm that the Service's work is important, feel adequate resources are being deployed and that contact with police officers meets their expectations. The survey responses also identified significant variations in the residents' experiences. Younger residents (aged 18-34) were less likely to give a positive review of police performance and more likely to be critical of traffic enforcement initiatives. Residents of Winnipeg's downtown core (District 1) were more critical of police performance, were more conscious of crime in their neighbourhood, and less likely to feel safe walking in their neighbourhood after dark. These findings are a reminder that residents have different needs

and expectations from the Winnipeg Police Service, depending on who they are, where they live, and what their personal experience has been.

Perception of overall quality of police service in Winnipeg



4. PUBLIC SAFETY IN WINNIPEG

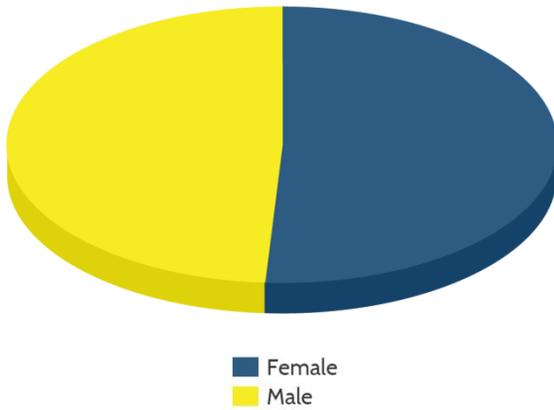
Fast Facts

- Winnipeg is the largest city in Manitoba
- The City of Winnipeg had an estimated population of 699,346 in 2013
- The census metropolitan area (CMA) of Winnipeg includes the Brokenhead 4 First Nations reserve and the rural municipalities of East St. Paul, Headingley, Macdonald, Ritchot, Rosser, Springfield, St. Clements, St. François Xavier, Taché, and West St. Paul; approximately 730,018 people were living in the Winnipeg CMA in 2011
- Winnipeg covers 464.08 square kilometres
- Statistics Canada calculated there was an average of 1,430 people per square kilometre in 2011
- Of the population of the Winnipeg CMA, 19.7% identify as members of a visible minority
- Statistics Canada data from 2011 indicates Indigenous people account for 11.1% of Winnipeg's population and are the fastest growing ethnic group in the city; in comparison, Indigenous people account for 4.3% of the total population of Canada

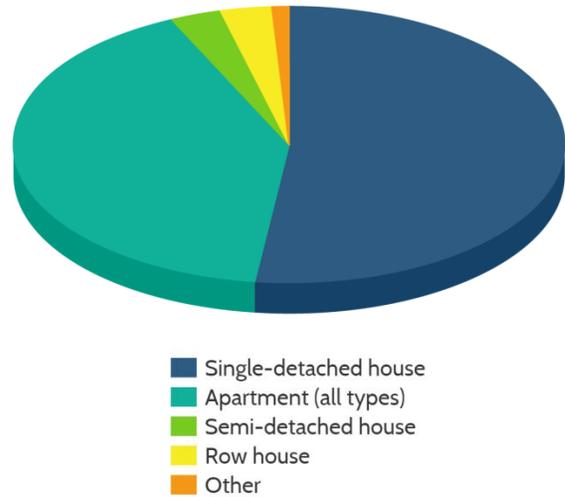
To understand policing in Winnipeg, it is essential to first understand how the city's history, population, geography, economy and social trends shape the context for policing. The city is located on land that was used by Indigenous people for millennia, and the history of the city's settlement and population is shaped by colonization. When Winnipeg received thousands of immigrants around the turn of the twentieth century, European immigrants who were not yet fluent in English or French faced discrimination and fewer job opportunities. They were more likely to settle north of the Canadian Pacific Railway's rail yards, in the section of Winnipeg known as the North End. Segregated settlement patterns meant that some neighbourhoods had greater concentrations of poverty than others, which continues to be the case. And, since poverty and marginalization are risk factors that increase the likelihood an individual will commit and/or be the victim of crime, some neighbourhoods in Winnipeg have more crime than others. This section provides an overview of Winnipeg's population and demographics and the trends that affect crime across the city.

A snapshot of Winnipeg from the 2011 Census

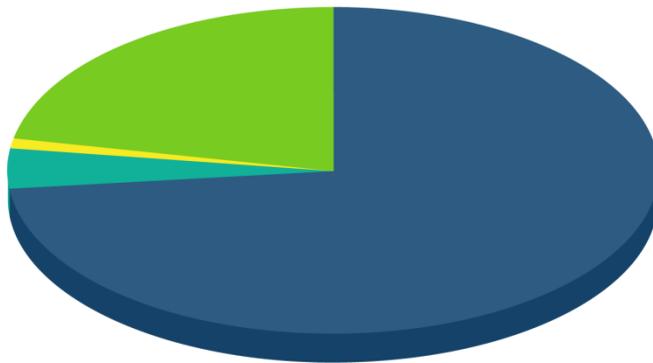
Population by gender



Occupied dwelling by type of structure



Languages spoken in Winnipeg as mother tongues



- English
- French
- Indigenous language (total)
- Non-Indigenous, non-official language (total)

Other than French and English, the most commonly spoken languages are:

- Tagalog (Pilipino, Filipino) - 32,585 native speakers
- German - 16,260
- Ukrainian - 9,410
- Panjabi (Punjabi) - 9,285
- Chinese, n.o.s. - 6,330
- Spanish - 6,110
- Polish - 5,845
- Portuguese - 5,355

The most commonly spoken Indigenous languages are:

- Ojibway - 1,640
- Cree, n.o.s. - 1,115
- Oji-Cree - 685

Population

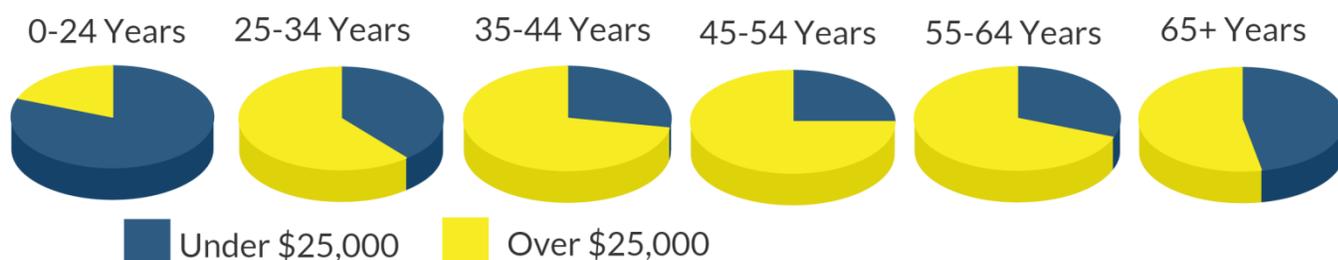
Winnipeg's population growth has been steady in recent years and is likely to continue. It is expected that Winnipeg's population will grow to 743,317 by 2020. Although the physical boundaries of Winnipeg have not changed since 1993, the number of people living in that area has grown considerably. The total kilometres of street length has grown from 3,207 in 2006 to 3,284 in 2010. All of these factors impact how police services are resourced to ensure proper coverage.

There has also been significant development in Winnipeg. The return of the Winnipeg Jets, the new Canadian Museum for Human Rights, changes to Assiniboine Park, the expansion of the Convention Centre and CentrePort are a few major developments that have or will substantially increase how long visitors stay in Winnipeg. Tourism temporarily spikes the city's population and the number of police needed at large events and gatherings. How the city's growth is managed will impact how policing services are provided.

Income Levels and Labour Force Characteristics

Winnipeg is seeing steady economic growth, but in 2012 its median income was the lowest among major cities in the Prairie provinces. This is worth considering when discussing the context for policing in Winnipeg because living in poverty is a risk factor for crime. Of course, this does not mean that all individuals living in poverty will become criminals. It means that, statistically speaking, a person living in poverty is more likely to be a victim of crime and/or commit a crime.

In 2011, the poverty line for one person living in a community with a population over 500,000 was \$23,928. In that year, the percentage of people in Winnipeg with an income of less than \$25,000 by age group was as follows:



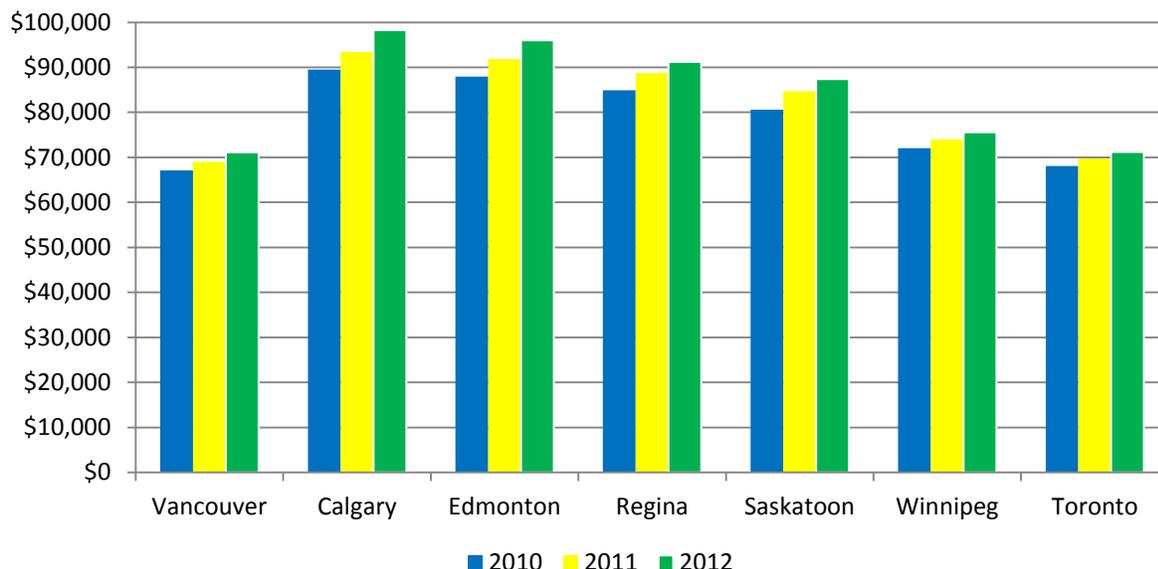
Impacts of Population Growth for Policing

- *New roads and developments increase the territory to patrol*
- *Overcrowding in dwellings is a risk factor for crime*
- *Growth brings more residents and tourists for police to serve*

The Social Planning Council of Winnipeg, in its report *Manitoba Child Poverty Report Card 2014*, found that approximately 29% of Manitoba children live in poverty, the second highest rate of any province or territory in Canada. The Social Planning Council attributes this growing trend to the impact of globalization, stagnant wages and the increasing proportion of jobs that are part-time and cannot guarantee workers a stable income. Information from Aboriginal Affairs and Northern Development Canada reveals that 62% of Indigenous children in Manitoba live in poverty.

Median Total Income in Select Major Cities

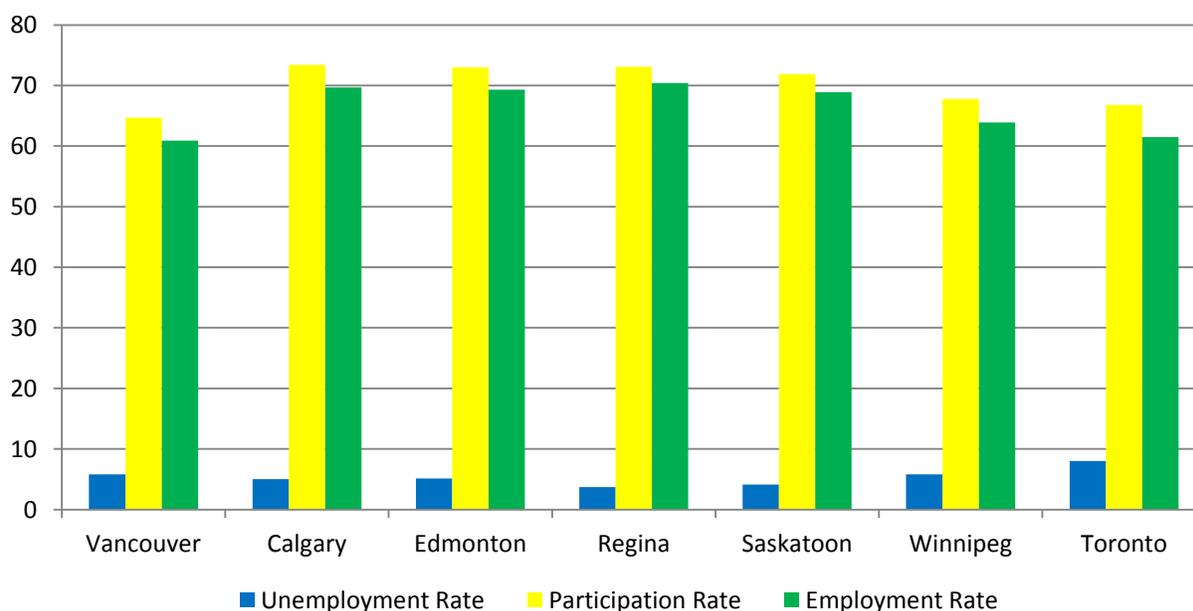
Source: Statistics Canada



The ability to have stable and rewarding employment allows people to purchase the necessities of life, provide opportunities for their children and feel confident about themselves and their contribution to society. On the other hand, unemployment and low income threatens personal and family security and exposes families to the risk factors for criminal behaviour. In February 2015, Winnipeg's unemployment rate of 6.2% was the highest of the large urban centres in western Canada. Winnipeg's labour force participation rate, which measures the size of the labour force against the overall population of the same age range.

Labour Force Characteristics for Select Major Cities

Measured as a percentage of the population, data from Statistics Canada, 2014



Newcomer Population

Over 17% of Winnipeg's population was not born in Canada. In 2012, Manitoba welcomed 13,312 immigrants, for 5.2% of the national total. The Government of Manitoba seeks to increase immigration to the province so that 20,000 permanent residents per year are choosing to settle in Manitoba for the next ten years.

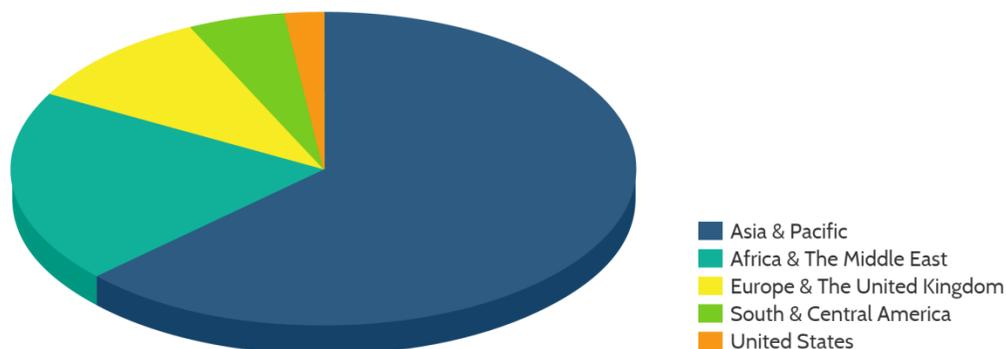
The experience of newcomers will vary depending upon whether they are sponsored immigrants or refugees, their community and/or family network, access to transition and support services, and whether they are already fluent in English and/or French. New Canadians may face the same barriers as other Canadians as they establish themselves in Canada, such as poverty and racism or other forms of discrimination. When people are marginalized on the basis of their economic status, race, gender, sex, sexual orientation, or religion, it makes it more difficult for them to access the benefits of citizenship, which includes protection and other services from the police. For recent immigrants and refugees, this marginalization can be especially pronounced because it is coupled with their unfamiliarity with their new home.

Depending on the circumstances surrounding their arrival in Canada and the cultural differences between their new home and their country of birth, recent immigrants and refugees may find the transition to life in Canada difficult. Refugees come to Canada seeking asylum because they fear for their safety in their country of birth or the country where they lived previously. Some immigrants and refugees arrive in Canada with negative experiences or perceptions of police because the police forces in their country of birth were corrupt.

Recent immigrants and refugees may face certain challenges as they settle in Winnipeg:

- *Lack of affordable housing (as many as 21% live in crowded housing)*
- *Language barriers*
- *Racism*
- *Difficulty finding good employment*
- *Feelings of not being safe*
- *Struggles with trauma and loss*
- *Unaddressed psychological and mental health needs*

Manitoba Permanent Residents by Source Area, 2010-2012



Indigenous Population

According to the most recent national census (2011), Winnipeg's Indigenous population represents 11% of the census metropolitan area's overall population. This is the highest percentage of all Canadian urban centres. Winnipeg's Indigenous population has grown by almost 9,000 people since the mid-nineties and is expected to be more than 100,000 people by the year 2020. This population increase can be attributed to overall population growth (the birth rate among Indigenous people is higher than the Canadian average) and Indigenous people moving to Winnipeg from reserve communities.

Indigenous people are increasingly educated, with young Indigenous people completing high school and earning post-secondary certificates, diplomas and degrees at higher rates than in the past. Statistics Canada measures levels of educational attainment because it is recognized that having an education makes people less likely to live in poverty and more likely to enjoy a high quality of life. Grassroots movements to empower Indigenous people and address structural barriers such as racism are also making significant headway.

The reality is, however, that Indigenous people have experienced and continue to experience racism, colonization, residential school trauma, oppression and dispossession from their land, languages and livelihoods. These experiences of marginalization have had negative effects on the sense of identity and self-esteem of many Indigenous people. The marginalization of Indigenous people has had documented effects that can be measured in the rate at which Indigenous people live in poverty, are affected by mental illness, and struggle with addictions. These are all risk factors for crime, and make Indigenous people in Winnipeg more likely to come into contact with police and the justice system, as victims or as offenders.

Understanding how risk factors for crime and victimization affect Indigenous people in Winnipeg

- *46% of Indigenous people in Winnipeg have incomes below \$25,000*
- *Indigenous people in Winnipeg are twice as likely to be victims of crime*
- *About 70% of Manitoba's prison population is Indigenous*
- *About 85% of youth admitted into secure custody in Manitoba are Indigenous*
- *Approximately 83% of children in the care of Child and Family Services are Indigenous*
- *Manitoba's youth incarceration rate is over 5 times that of Ontario's*

Public Safety and Crime in Winnipeg

In many respects, Winnipeg faces the same public safety issues and crime trends as the rest of Canada. Reported crime in Winnipeg is down over the past five years, just as crime rates are declining across Canada. The risk factors that make individuals more likely to commit a criminal offence (see page 24)

are the same across Canada and internationally, but the presence and impact of risk factors like poverty can differ depending on the place.

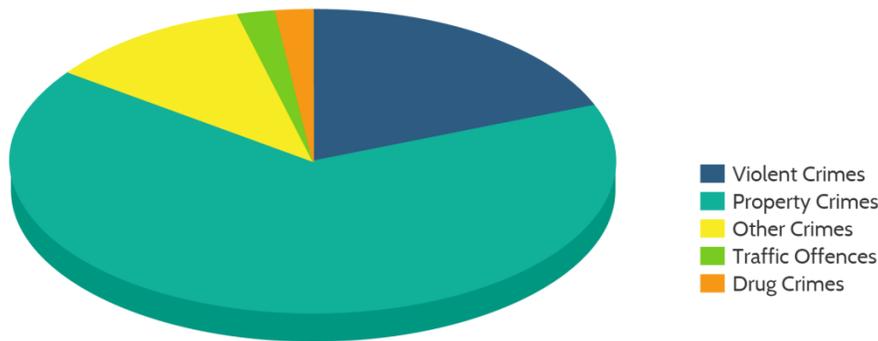
Statistics Canada collects crime statistics from over 150 Canadian police agencies. The Winnipeg Police Service publishes annual statistical reports that also provide important information on the prevalence and types of crime reported in Winnipeg. Data from these sources provide a picture of public safety and crime in Winnipeg, with comparisons to other cities and the country as a whole.

A snapshot of crime statistics in Winnipeg

To measure a city’s crime severity index, Statistics Canada measures the number of crimes being reported per 100,000 residents. It then weighs different crimes by their severity, so that a concentration of more serious crimes (which get harsher sentences in court) gives a city a higher rating on the crime severity index. In 2013, Winnipeg’s crime severity index was 83.17, and its index for violent crime was 119.85. That puts Winnipeg above the national average in both areas. Statistics Canada will publish its 2014 figures in the summer of 2015.

The Winnipeg Police Service has published its fourth quarter statistical report for 2014. It includes data on criminal offences reported in Winnipeg throughout the year. The report divided offences into five categories and shed light on crime trends. The pie chart below shows that property crimes are the most commonly reported offence in Winnipeg. The table shows that most types of crime were down in 2014. While property crime (which includes offences such as theft, mischief and break & enter) and traffic offences (which include impaired driving and other criminal driving offences) increased in 2014, there has still been a reduction compared to the five-year average.

Crime in Winnipeg, 2014



Offence Type	2014 Total	% Change since 2013	% Change from 5-year average
Violent Crimes	7,328	-2.5%	-24.0%
Property Crimes	26,108	+3.7%	-27.2%
Other Crimes	4,527	-8.1%	-6.5%
Traffic Offences	644	+5.9%	-5.7%
Drug Crimes	807	-0.1%	-11.9%

Source: Winnipeg Police Service

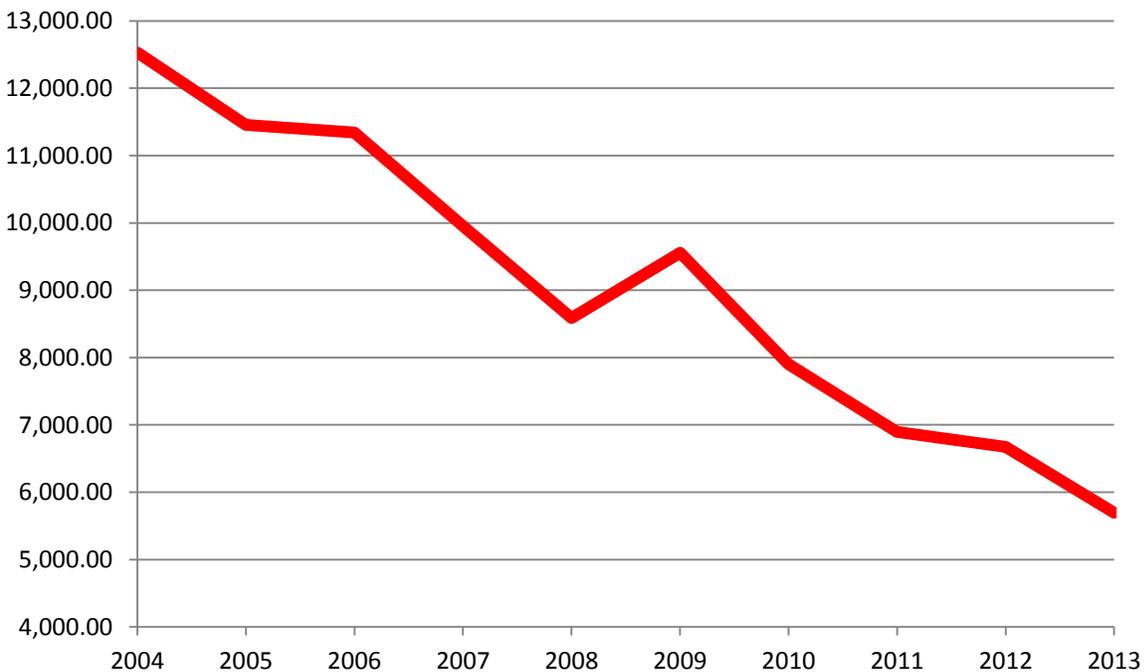
The graph below shows that Winnipeg's crime rate has decreased by over 54% since 2004. When Winnipeg's crime rate for 2013 is compared to that of other major cities in Canada, or to the crime rate for the country as a whole, it is revealed that Winnipeg is middle-of-the-pack, with a crime rate slightly below the national average.

Violent crimes are criminal offences committed against individuals, such as assaults, uttering threats, or murder. Violent crime reports are declining in Winnipeg. The City does, however, still have a higher crime severity index than other cities. This means that while Winnipeg has fewer crimes per 100,000 residents than Vancouver, Edmonton, Saskatoon, Regina or Thunder Bay, a greater percentage of the crime in Winnipeg is violent. Therefore, Winnipeg's crime severity index is higher than the crime severity index for Canada as a whole, even though Winnipeg's crime rate is slightly below the Canadian average.

Winnipeg's Crime Rate, 2004-2013

Crimes per 100,000 population

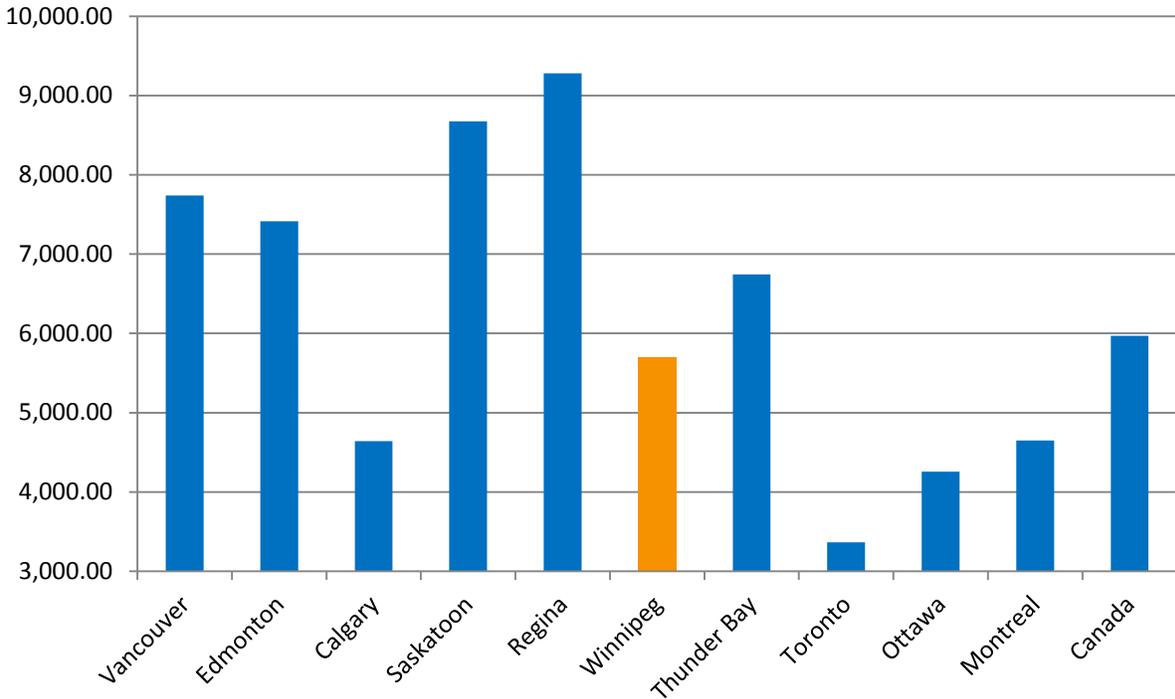
Source: Statistics Canada



Winnipeg's Crime Rate in Comparison, 2013

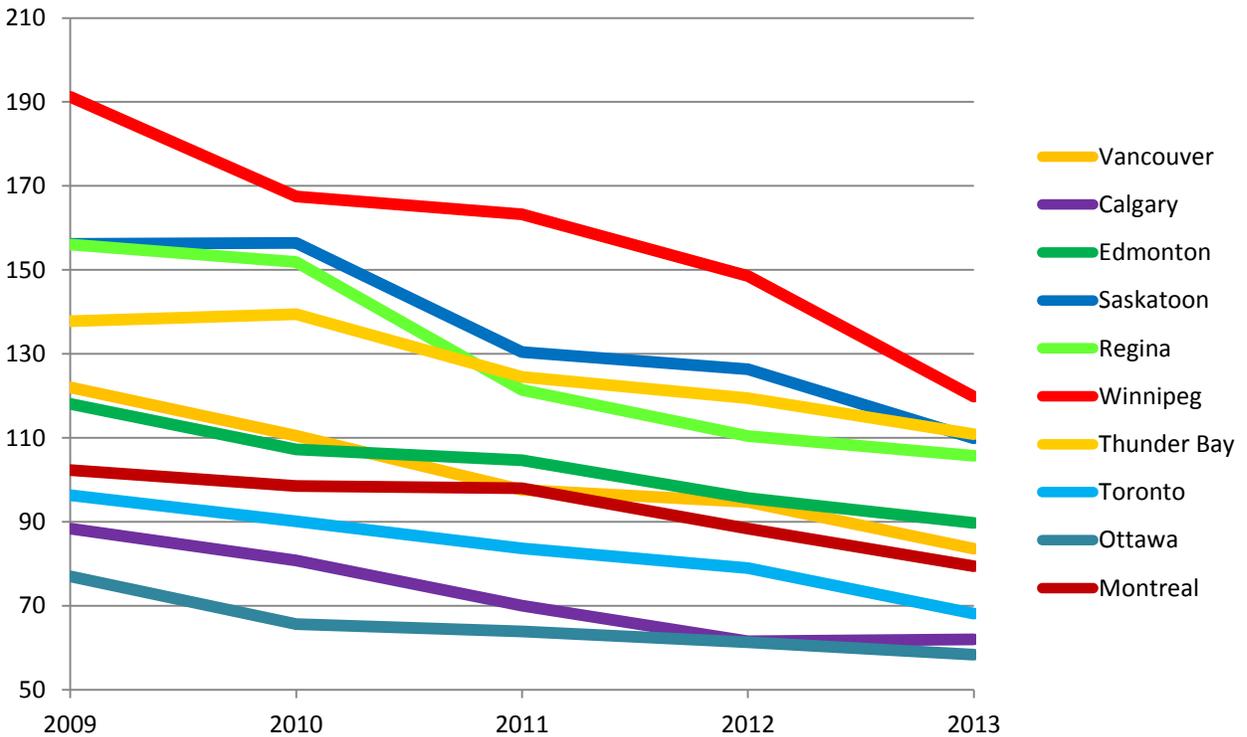
Rate per 100,000 population

Source: Statistics Canada



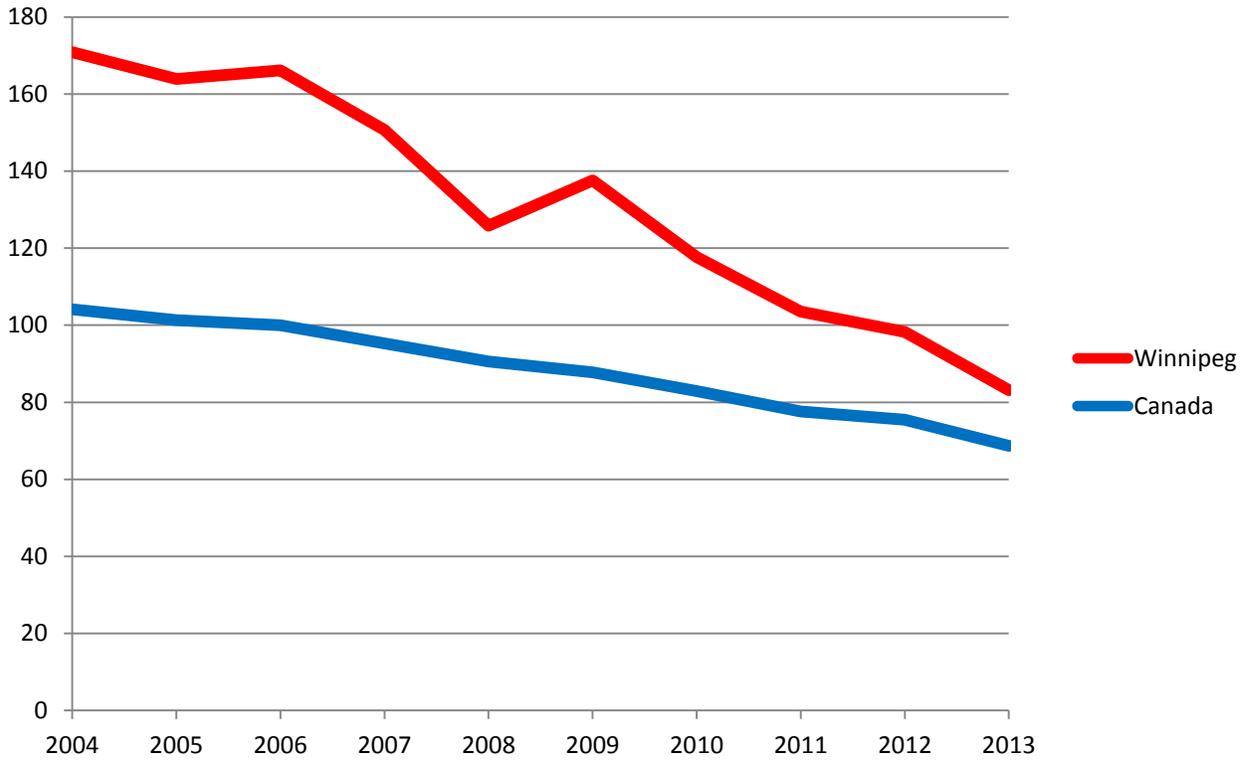
Violent Crime Severity Index, 2013

Source: Statistics Canada



Winnipeg's Crime Severity Index compared to Canada's, 2004-2013

Source: Statistics Canada



5. POLICING IN WINNIPEG

Under the leadership of Chief Devon Clunis, the Winnipeg Police Service pursues the vision of creating “a culture of safety for all.” The Service wants Winnipeg to become a place where everyone’s safety, security, and quality of life is valued. Behaviours, attitudes, laws and social structures will reinforce that individuals and society as a whole agree that public safety is important. Most importantly, this vision recognizes that everyone deserves to be safe. The Winnipeg Police Service is committed to doing its part to make this vision a reality.

The role of the Winnipeg Police Service includes preventing crime and enforcing laws, a mandate that overlaps with other actors. For example, security guards at malls may help prevent crime by deterring shoplifting. A local community organization that provides job skills training and helps citizens find paid work that affords them an acceptable standard of living may help prevent crime by helping address poverty, which is a risk factor for crime. An individual who does not keep valuables visible in his/her car may help prevent crime or at least reduce his/her own likelihood of being victimized by removing an opportunity for theft.

The Winnipeg Police Service follows an approach known as Crime Prevention Through Social Development. It involves making long-term commitments and collaborating with appropriate government agencies, community organizations and private-sector entities to address risk factors for crime and victimization. Its aim is to reduce the risks that start people, particularly children and youth, on the road to crime. Research in the field of criminology has revealed that factors such as widespread economic inequality in a society increase the likelihood that people in that society will commit crime.

Risk Factors for Crime and Victimization			
<p>Societal</p> <ul style="list-style-type: none"> • Gender inequality • Poverty • Racism and discrimination • Barriers and policies that limit access to education • Social norms that condone violence 	<p>Community</p> <ul style="list-style-type: none"> • High concentrations of poverty • Unemployment • Homelessness • High crime rates • High rates of placement with child welfare agencies • High mobility • Over-crowded/ inadequate housing • Drug trade • Lack of services for victims and at-risk families 	<p>Relationships</p> <ul style="list-style-type: none"> • Poor parenting • Family violence • Low family income • Delinquent peers 	<p>Individual</p> <ul style="list-style-type: none"> • Substance abuse • History of violent behaviour • Low level of education

Source: World Health Organization and Lisa Monchalin

The Service makes its relationship with the community a central part of how it delivers police services in the city. In addition to playing a role in crime prevention through social development, the Winnipeg Police Service uses a community policing model that affects all of its operations. This model emphasizes earning and maintaining the trust of citizens, and treating them as partners who also have a stake in and an ability to promote public safety.

The intended result of community-oriented policing is a relationship between the police and a community in which community members:

- Trust police to share their concerns,
- Trust police to address the public safety issues that affect them,
- Are engaged and play a role in protecting their communities, and
- Are open to sharing intelligence with police that will assist in investigations.

According to scholars John Dempsey and Linda Forst, the concept of community-oriented policing is often merged with problem-oriented policing, so that police services adopt an approach that simultaneously values both concepts. In practice, community-oriented policing often involves police:

- Taking a more holistic view of public safety, rather than focusing strictly on law enforcement,
- Deploying officers to a single district for an extended period of time so that officers have time to get to know the area and the community they are serving,
- Consulting with members of the community to identify concerns and priorities,
- Forging partnerships with community organizations to leverage their assistance in promoting public safety, and
- Becoming more citizen-focused and less paramilitary.

This approach is used by the Winnipeg Police Service, which consults with communities, has community relations officers, and partners with other organizations to launch crime prevention initiatives such as LiveSAFE.

The LiveSAFE Project

The LiveSAFE Leadership Network is co-chaired by the Chief of Police. It has a mandate to work across sectors (public and private) to pursue initiatives for crime prevention through social development. The network is intended to:

- Share information across agencies and sectors,
- Improve coordination between different programs and initiatives,
- Leverage partnerships to improve services to citizens, and
- Address any gaps that could result in citizens being unable to access the services they need.

The LiveSAFE Leadership Network is currently being implemented as a pilot project, called the Thunderwing Project. It covers 21 city blocks in the William Whyte neighbourhood and brings together the Winnipeg Police Service, the City of Winnipeg's Community Services Department, the Province of Manitoba, the Government of Canada, the Winnipeg Regional Health Authority, the Social Planning Council, the Aboriginal Centre of Winnipeg, the United Way of Winnipeg, the Boys and Girls Club, and the Winnipeg Chamber of Commerce.

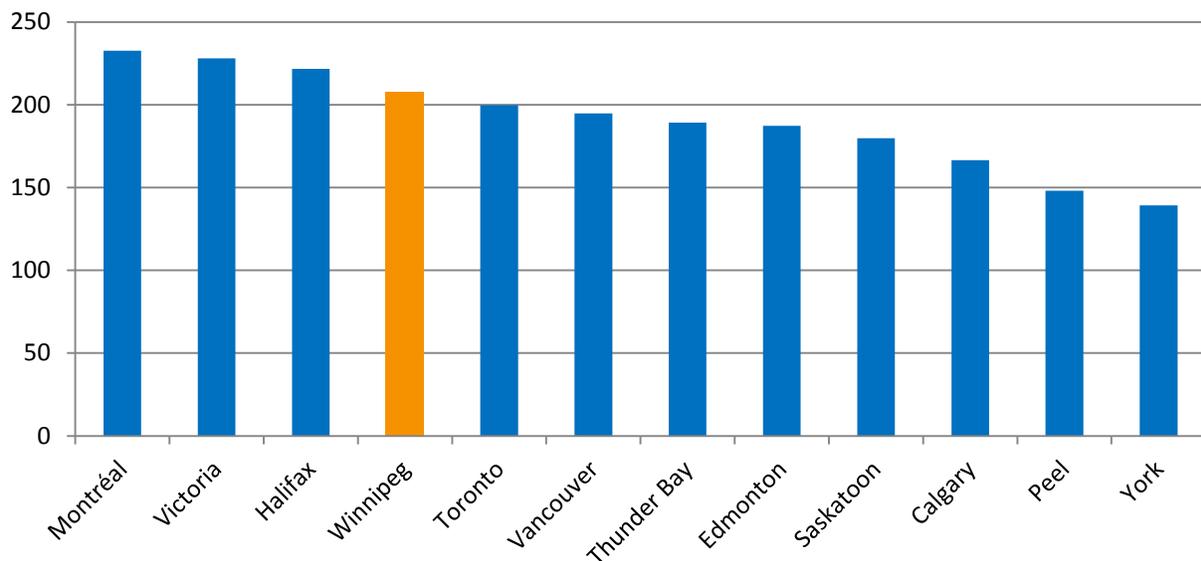
These organizations work together to coordinate activities supporting those at highest risk and in greatest need in the areas of housing, policing, community by-law enforcement and recreation, among others.

The Winnipeg Police Service is taking other steps to meet Winnipeg's unique public safety needs. These include investing in the Service, implementing a Smart Policing Initiative, and creating an auxiliary cadet program.

Service Investments

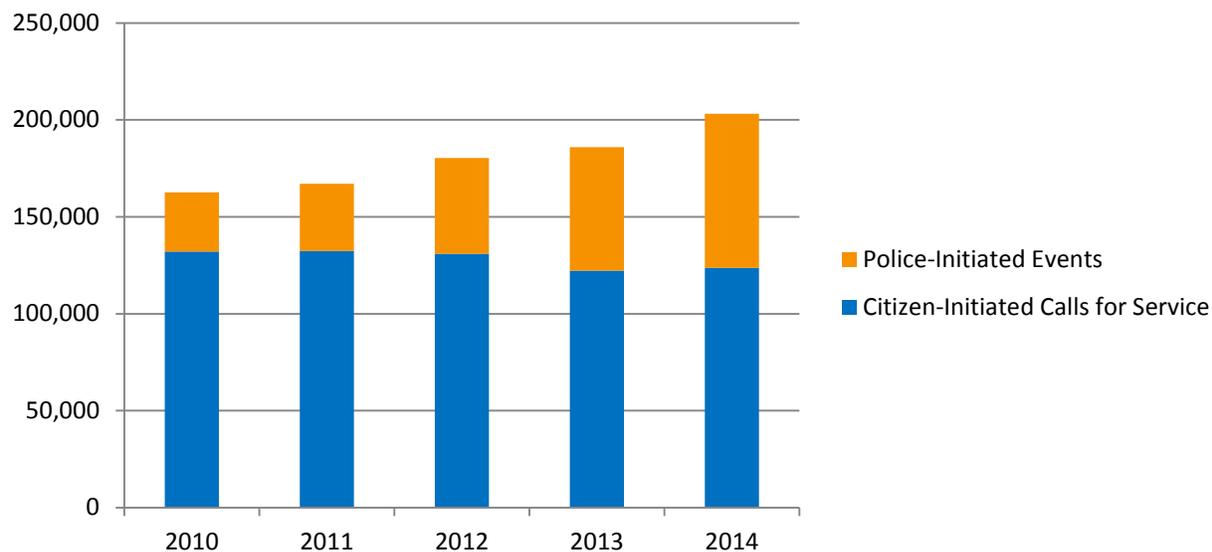
Citizens and governments agree that improving public safety in Winnipeg is a priority. Both the City of Winnipeg and the Province of Manitoba have made investments in the Winnipeg Police Service in the last decade that are intended to improve public safety and reduce crime. These investments have allowed the Winnipeg Police Service to hire more sworn officers and civilian staff, keep pace with technological advancements, and obtain new equipment such as the AIR1 police helicopter. As a result, the capacity of the Winnipeg Police Service has increased and Winnipeg is now ranked fourth in Canada for having the most police officers per capita in a municipality.

Canadian Municipalities with the Most Authorized Police Officers per 100,000 in 2013



One metric that can be used to measure the capacity of the Winnipeg Police Service is the number of police-initiated events it reports each year. The Winnipeg Police Service is working to become more proactive, so that its officers can play a greater role in crime prevention as opposed to relying on citizens to call the police to report crimes and emergencies. Between 2004 and 2014, the Winnipeg Police Service increased its complement of sworn officers by 247 – an increase of 20% – with 126 of those officers being funded by the Province of Manitoba. One of the results has been a notable increase in the number of events where police observed an incident in progress or a person needing help and initiated contact.

Calls for Service in Winnipeg, 2010-2014



The Smart Policing Initiative

Like other police services around the world, the Winnipeg Police Service is encouraging its officers to use intelligence, evidence and data in new ways to identify patterns in criminal activity with the goal of identifying offenders and preventing further crime. Crime analysts identify areas that are considered “hotspots” for crime so that police officers can increase their patrols and visibility in those areas to prevent crime. Officers work to limit the criminal opportunities and access to victims of high-volume repeat offenders by better understanding where and how these individuals operate. Under the Smart Policing Initiative (SPI) all police members will be better able to share information and collaborate on solving criminal and social problems.

The Cadet Program

In 2010, the Winnipeg Police Service launched the auxiliary cadet program, which deploys cadets to assist sworn police officers with certain tasks. The cadets have special constable status, so they do not carry firearms and do not perform the same range of duties as sworn police officers. Cadets provide valuable assistance to sworn officers by giving them more time to focus on the work for which police officers are uniquely trained and qualified. Cadet duties include:

- Guarding crime scenes
- Foot patrol downtown Winnipeg
- Directing traffic at intersections where there has been a collision or traffic lights are not functioning
- Guarding mental health patients waiting for emergency care
- Transporting non-violent intoxicated persons to the Main Street Project detoxification centre
- Community engagement

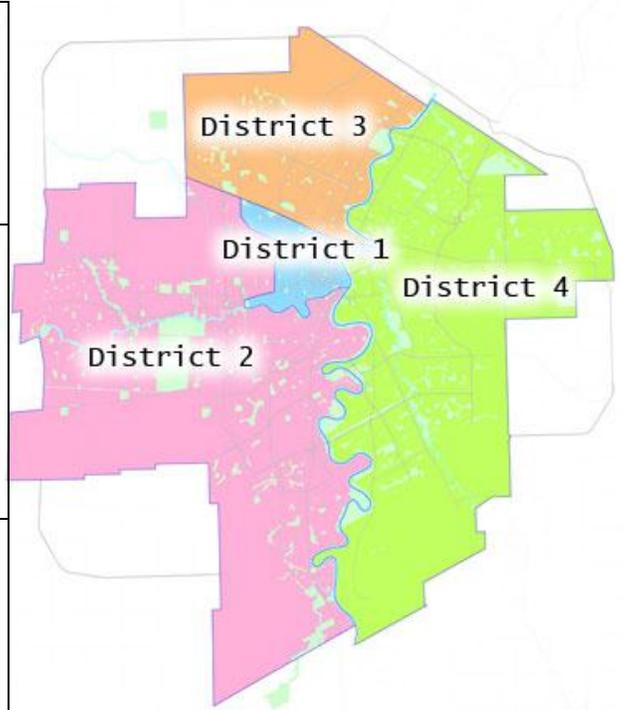
About the Winnipeg Police Service

In 2014, there were 1430 sworn officers in the Winnipeg Police Service. There were also 417 civilian staff members and 60 auxiliary cadets. 10.5% of police officers self-declared as part of an Indigenous group and 6.8% as part of visible minority groups. Approximately 44% of officers have ten or fewer years of service. Of the Service's 1430 sworn officers, 193 positions are externally funded, with their salaries paid by the Province of Manitoba, Manitoba Public Insurance, and the Government of Canada. Eleven officer positions are partly funded by the Winnipeg School Divisions.

The Winnipeg Police Service is structured into two major branches: police operations and police support services. Each is led by a deputy chief. Police operations include uniform operations and investigative operations. The general patrol, community support and district investigations officers of Uniform Operations work out of four service centres in each of the four districts. Most general patrol members work 10-hour shifts to provide 24/7 police coverage. Front-line officers conduct preliminary investigations to establish whether there is sufficient evidence to merit a full investigation.

The City of Winnipeg has been divided into four districts around recognized neighbourhoods. The districts ensure a balanced workload of number of crimes and calls for service. The following graphic depicts the boundaries of the four districts and their characteristics.

District 1	<ul style="list-style-type: none"> • Downtown Winnipeg • Smallest population at 61,423 • Highest percentage of lone-parent families • Highest percentage of single people at 43% • 66% of dwellings are apartments
District 2	<ul style="list-style-type: none"> • West end of Winnipeg • Population of 245,396 • Largest population of people aged 65 and older • Family structure is predominantly married couples • 60% of dwellings are single-detached houses
District 3	<ul style="list-style-type: none"> • North end of Winnipeg • Population of 132,796 • Highest average number of persons living in a private household • 68% of dwellings are single-detached houses • Lowest percentage of people with English as their mother tongue
District 4	<ul style="list-style-type: none"> • East end of Winnipeg • Largest population at 249,754 • Family structure is predominantly married couples • Similar demographic profile as District 2



Investigative Operations consists of various divisions investigating crimes against people and crimes against property, supported by a forensics unit. The Winnipeg Police Service works closely with the Royal Canadian Mounted Police in the areas of organized crime, warrant apprehension and high-risk sex offenders.

Police Support Services provides support with facilities, fleet vehicles, information technology, training and records management. It provides strategic support services such as research, strategic initiatives, audit and accreditation and support of the Winnipeg Police Board. It provides operational support services such as specialty units, cadets, traffic enforcement officers, school resource officers, victim services, diversity services, and human resources.

Police Service Operations

Calls for service are received by the Winnipeg Police Service’s communications centre. Either citizens contact the Communications Centre with a request for assistance and police officers are dispatched, or police officers observe an incident in progress and notify the Communications Centre that they are going to provide assistance. Police officers are dispatched to calls based on their priority, with their top priorities being providing assistance to people in immediate danger. An Alternate Phone Response Unit monitors calls that can be handled over the phone. A Central Reporting Phone Unit responds to events that have no suspects, witnesses, or evidence to collect. A program called Cop Logic has been implemented to allow citizens to report some crimes or incidents online.

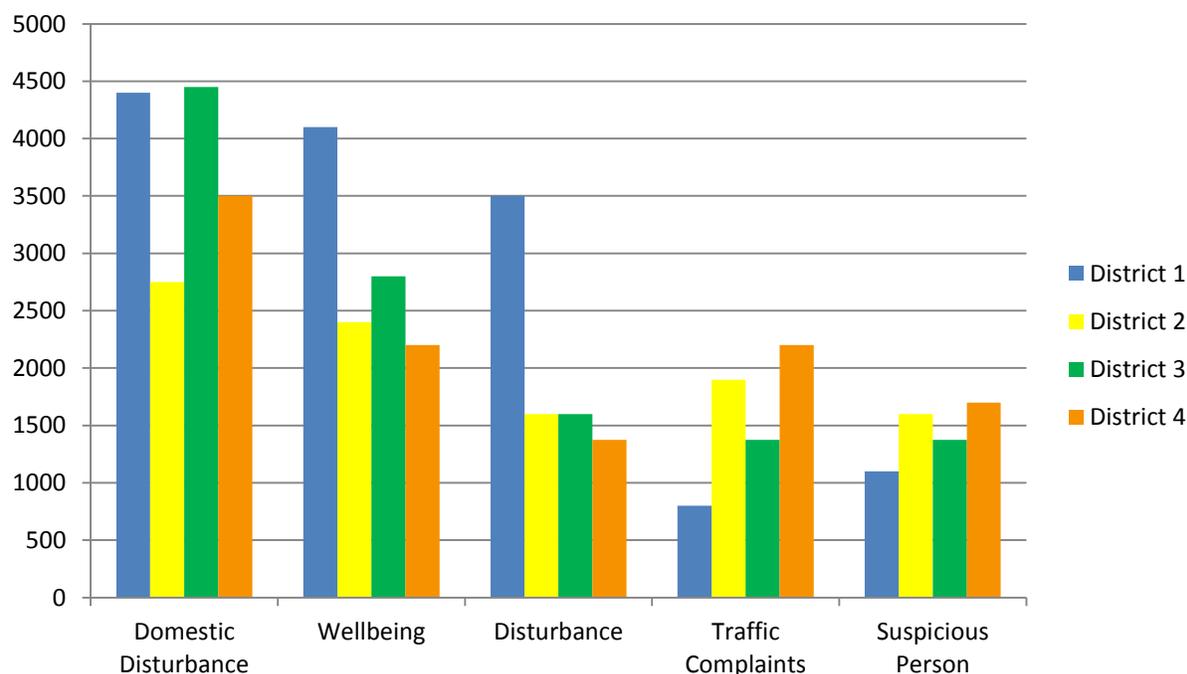
<i>Call For Service – Priority Level</i>	<i>Number of Calls Received in 2014</i>	<i>% of Total Calls Received in 2014</i>
0 – Major incident, imminent life or bodily injury threat to an officer	554	0.3%
1 – Life danger to a person	2,012	1.0%
2 – Impending danger to a person	11,959	5.9%
3 – Urgent, threat to a person	64,094	31.6%
4 – Urgent, threat to property	6,973	3.4%
5 – Non-urgent, person involved	17,371	8.6%
6 – Non-urgent, property involved	2,268	1.1%
7 – Low risk	79,272	39.0%
8 – Phone response	11,530	5.7%
9 – Planned response	7,070	3.5%
Total	203,103	100.0%

The number of citizen-generated calls has remained relatively stable over time, while police-initiated calls increased by 160% between 2010 and 2014. This increase is attributed to more proactive policing practices.

In 2013, the Communications Centre answered 93.5% of incoming calls within 10 seconds. The industry standard of the National Emergency Numbers Association is 90% of calls answered within 10 seconds and 95% within 20 seconds. A review of the nature of calls for service provides important information about the policing environment. The highest percentages of calls in all districts in 2013 were domestic disturbance, well-being checks, disturbance, traffic complaints and suspicious persons. The top five calls for service in 2014 continued this pattern.

Dispatched Calls for Service Top 5 Citizen-Generated Events by District, 2014

Source: *Winnipeg Police Service*



In 2014, patrol officers spent approximately 79% of their on-scene hours handling community-generated calls for service, leaving only 21% of their time available for proactive police work. This is lower than the 33% of time available for proactive policing that is considered best practice for the sector. In spite of the time constraints police officers in Winnipeg face when trying to do proactive policing, police-initiated events have increased in all four city districts. Examples of the proactive police work officers engage in include:

- Stopping motorists who are observed violating traffic laws, driving with their insurance lapsed, or driving a stolen vehicle
- Monitoring a Smart Policing Initiative (SPI) Hot Spot to anticipate or prevent crime
- Walking a beat to increase officer visibility
- Doing compliance checks on past offenders where required by the courts

When the situation merits and there is evidence available, the Winnipeg Police Service will conduct investigations. Incidents are investigated at the district level and/or by a centralized unit, depending on the nature and complexity of the crime. The clearance rate is the percentage of the total crimes reported that result in a charge being laid or the call being cleared by another means. According to Statistics Canada, Winnipeg's clearance rate was 39.14 in 2013, just slightly below the Canadian average of 40.60. The clearance rate in Winnipeg increased by 33.9% between 2009 and 2013, bringing it much closer to the clearance rates of other major Canadian cities. It is worth noting that because Statistics Canada provides data for the Winnipeg census metropolitan area, this statistic includes smaller municipalities outside of Winnipeg that are served by the RCMP instead of the Winnipeg Police Service. The Winnipeg Police Service's preliminary report puts its own clearance rate for 2014 as 36.4%.

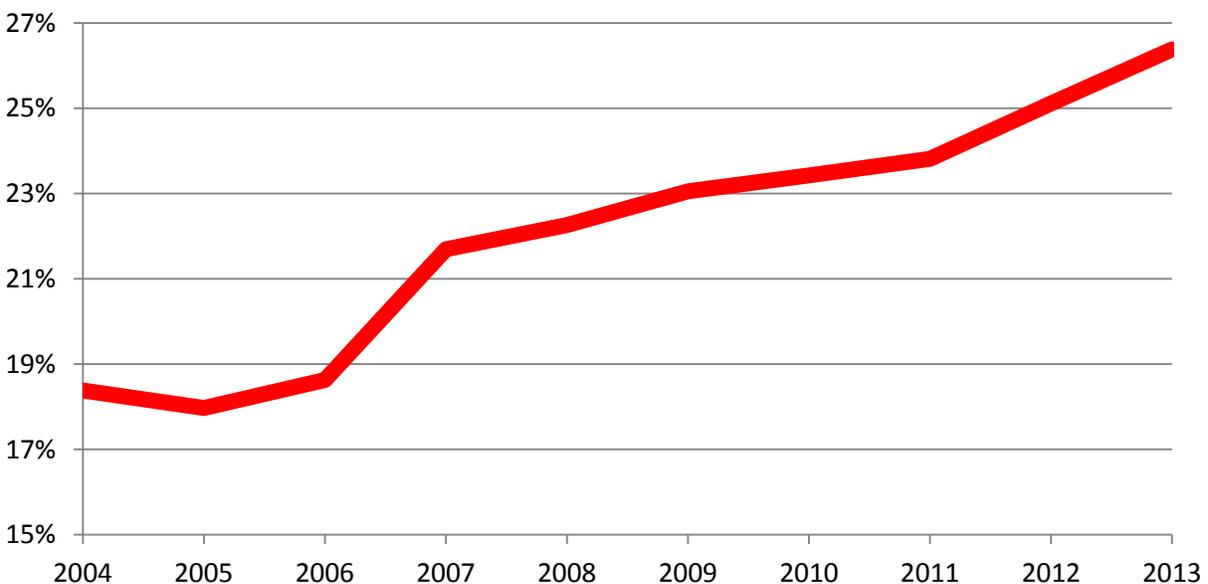
6. THE ECONOMICS OF POLICING AND COMMUNITY SAFETY

The combined cost of police services in Canada exceeded \$13.5 billion in 2012, and it continues to climb. Canadians assume this cost, which is collected primarily through municipal, provincial, and federal taxes but also through fines and user fees for services such as alarm permits and criminal background checks. With police expenditures averaging \$371 per capita and rising, they are matched by demands that Canadians receive effective and efficient police services for their money.

Police boards, police services, and governments across Canada are taking those demands seriously. They are looking for ways to use technology and cross-sector partnerships to improve the effectiveness of police services. They are looking for ways to use civilian staff to perform specialized and administrative tasks that allow police officers to spend more time on patrol, investigations, and other duties suited to their special training and legal authority. And they are sharing their ideas and experiences with each other.

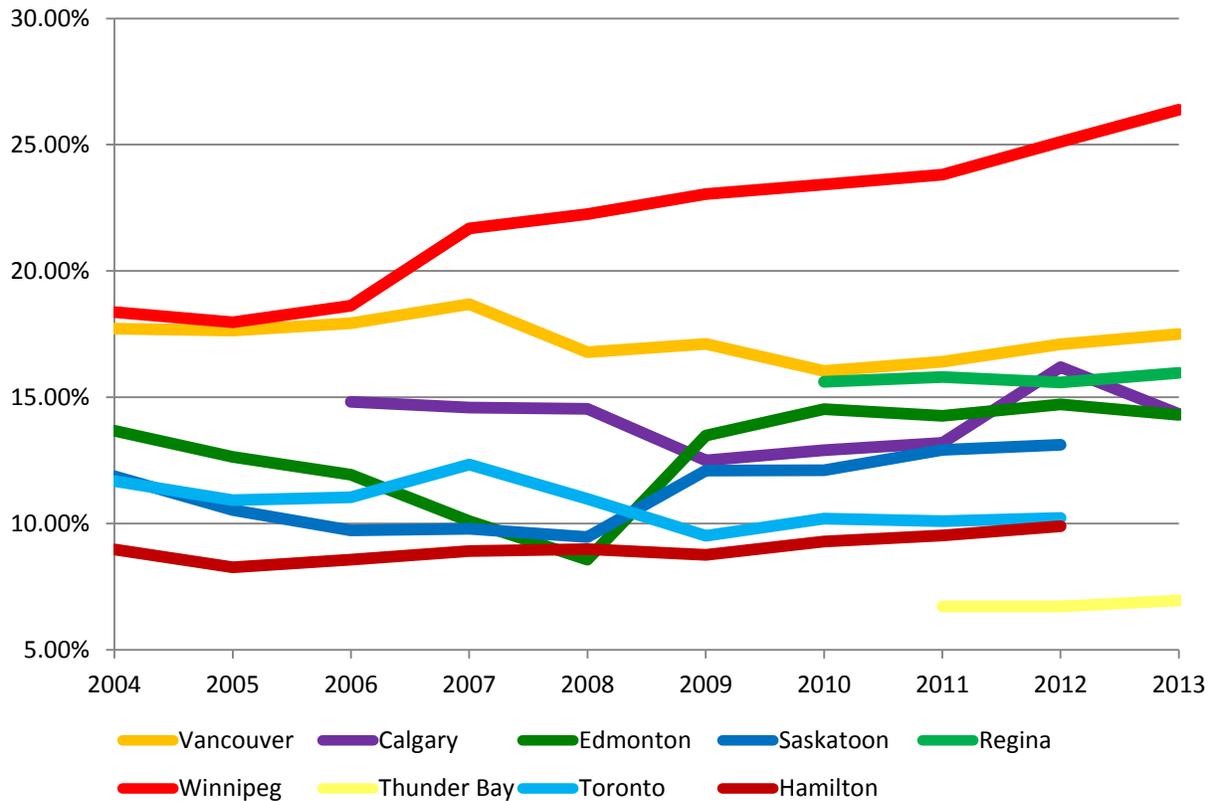
Municipalities pay 60% of the cost of policing in Canada and municipal stand-alone police services (like the Winnipeg Police Service) serve 77% of all Canadians. Policing and public safety costs currently make up 20-50% of municipal budgets, with the exact percentage varying by municipality. In 2013, the Winnipeg Police Service's budget consumed 26.4% of the City of Winnipeg's total annual operating budget, a greater portion than what it received just a decade ago.

The Winnipeg Police Service's Annual Operating Budget As an increasing percentage of the City of Winnipeg's budget



This trend is distinct among major Canadian cities. While Hamilton and Edmonton spent a greater portion of their annual operating budgets on policing in 2013 than in 2004, the increase was more modest. By contrast, Winnipeg spent over 8% more of its annual operating budget on policing in 2013 than in 2004. The graph below reveals the extent to which this makes Winnipeg an outlier among other major cities for which data is readily available.

Police Expenditures as a Percentage of Municipal Budgets, 2004-2013



A key reason Winnipeg stands out in the graph above surfaces in the table below. Municipal taxes in Winnipeg have increased by a substantially smaller margin than other major cities. Therefore, while all major Canadian cities are facing growing policing costs, their overall operating budgets are growing each year to keep pace.

City	Cumulative Tax Increase, 1999-2014
Vancouver	54.4%
Edmonton	72.6%
Calgary	68.7%
Saskatoon	61.9%
Regina	45.9%
Winnipeg	4.3%

In 2012, there were 70,000 sworn officers and 28,000 civilian staff employed by police services in Canada. Canada employs an average of 199 officers per 100,000 population, which is below the national averages for several other developed countries.

Police Officers per 100,000 population, selected countries		
Country	2002	2012
Scotland	303	337
England and Wales	247	244
United States	245	238
Australia	231	222
New Zealand	181	201
Japan	n/a	201
Canada	186	199
Finland	160	141

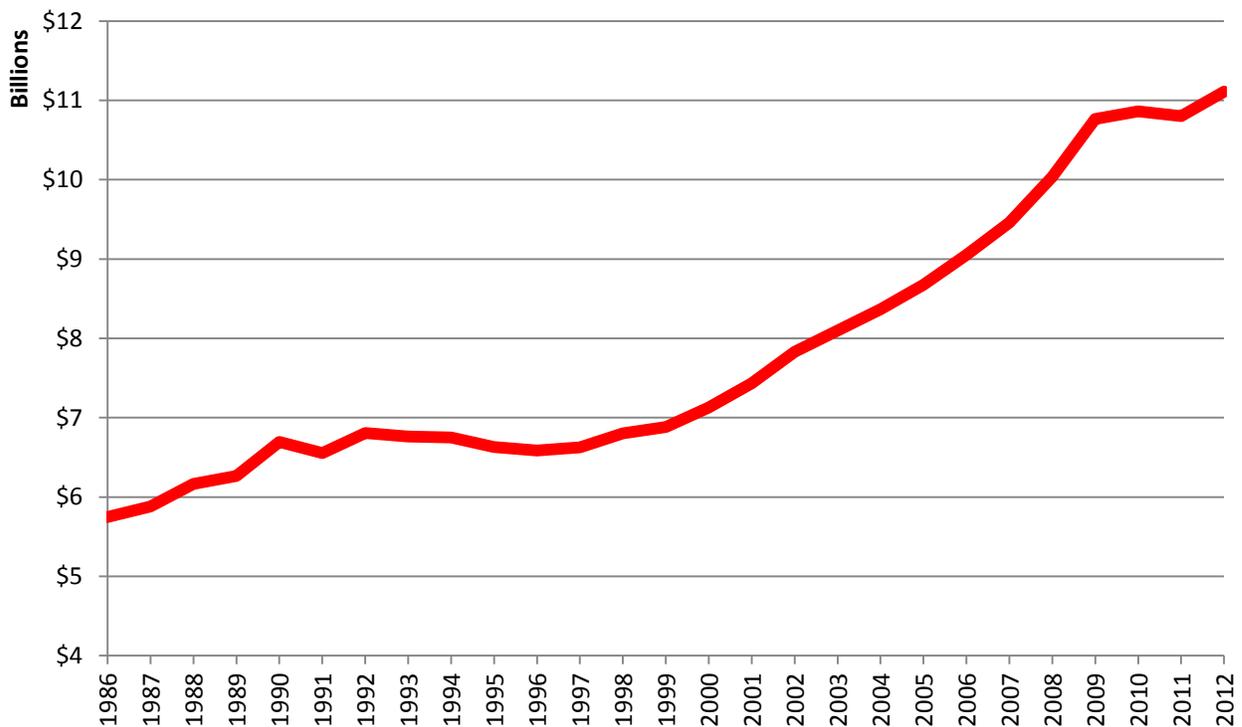
Where do Canada's Police Officers Work?

- *The Royal Canadian Mounted Police*
- *3 provincial police services (Ontario, Quebec, and Newfoundland)*
- *230 independent municipal services*
- *38 First Nations police services*

In 2011, policing costs totaled \$12.9 billion. It is expected that by 2015 this will reach \$17 billion, due to current collective agreements and locked-in contracts. This has outpaced government's total increase in spending.

Police Expenditures in Canada, 1986-2012

In constant dollars



While crime is declining, there has been steady and significant growth in policing costs. The cost of policing has grown 77% since 1998 despite only a 10% increase in the number of police officers employed in the same period. This trend applies across Canada, as police are called on to play a greater

role in responding to incidents that are not necessarily criminal in nature and often result from vulnerable persons struggling to find the assistance and support they need from other public services.

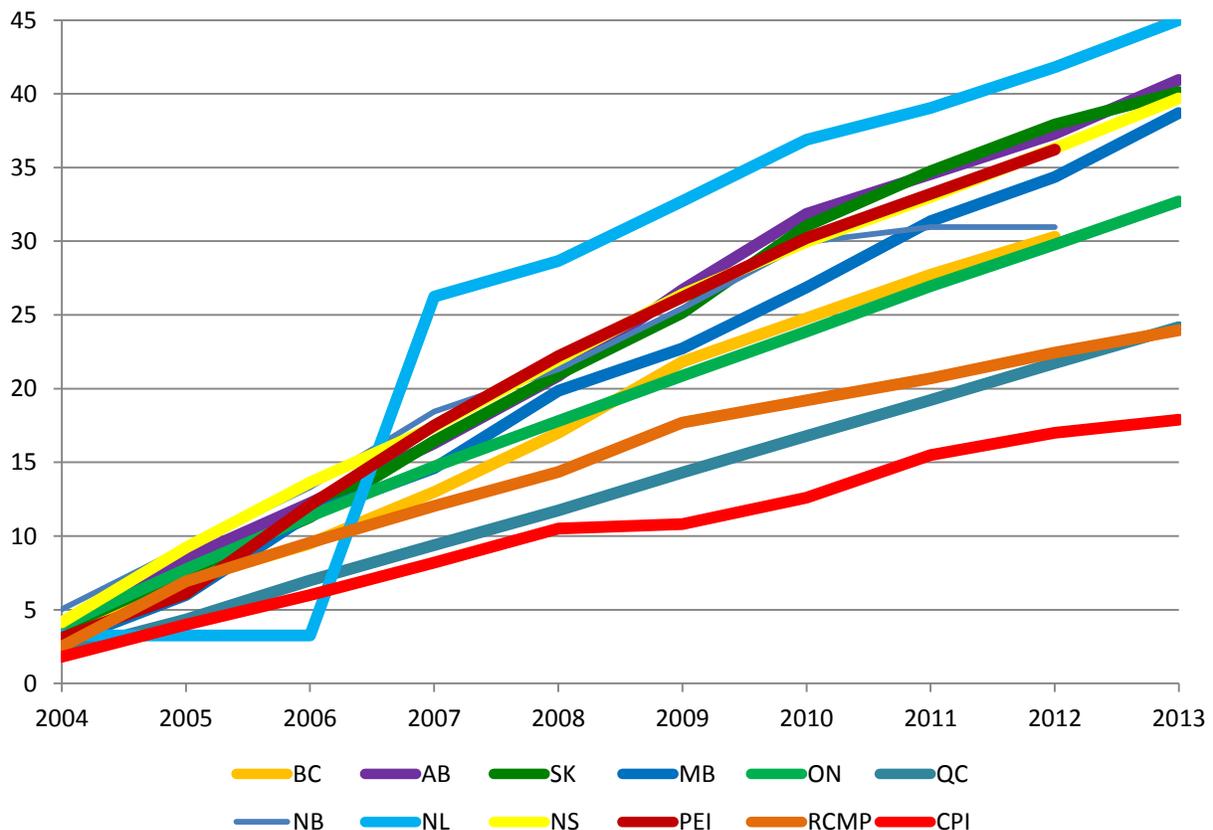
There are other factors driving police workloads. Legislative and judicial decisions create more work for officers as they obtain warrants, prepare reports, and submit evidence. Serious crimes are becoming more complex as they cross jurisdictional boundaries or involve new technologies or threats to national security. Finally, as policing becomes an increasingly complex and professionalized field, the salaries and benefits have climbed upward. The graph below, which uses data published by the RCMP, shows that salaries for officers across Canada have been steadily increasing. The average percentage by which police salaries increase each year has been significantly more than the rate of inflation. These increases, in turn, require higher expenditures from police services.

The Primary Drivers of Policing Costs

- Increase in call volume
- Changing nature of crime
- Demands placed by the criminal justice system
- Increasing police sector compensation

Cumulative Police Pay Increases

**Provincial and RCMP salary increases compared to the Consumer Price Index (CPI)
Cumulative percentage increase since 2004**

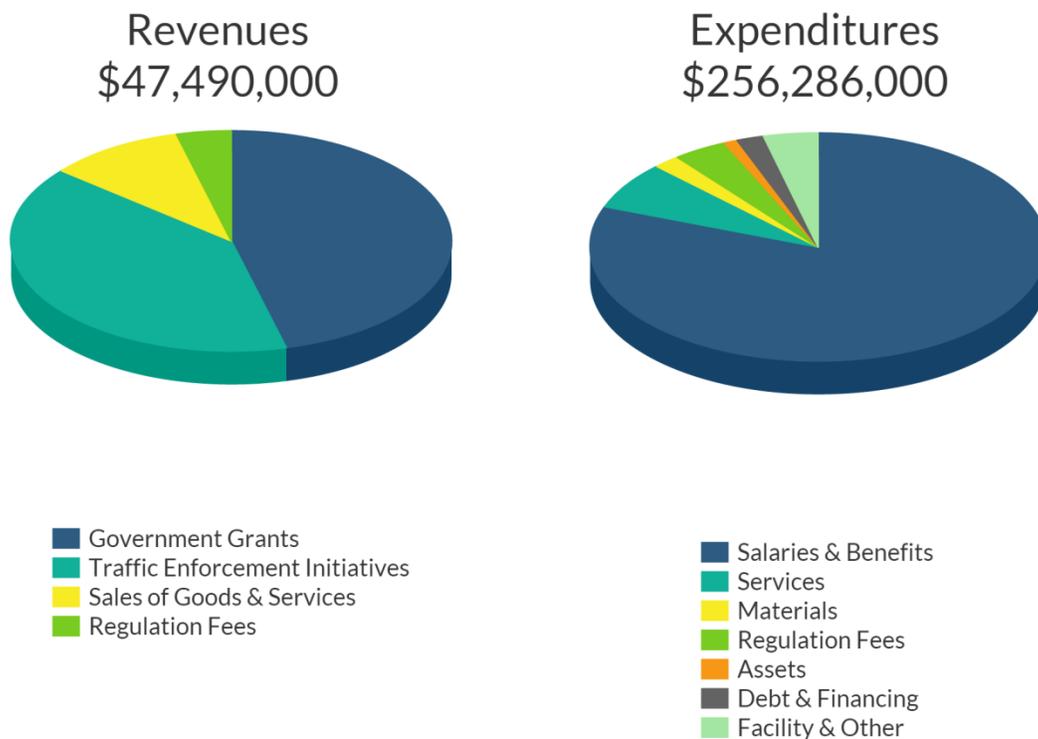


The Winnipeg Police Service's Operating Budget

The Winnipeg Police Service has an operating budget that covers regular expenses such as salaries, benefits, vehicle maintenance and fuel, building leases, equipment, staff training, and other costs. It also has a capital budget that is used to finance capital projects. The amount of each budget is set by City Council, and the Winnipeg Police Board allocates the funds in those budgets.

City Council has allocated \$219,107,690 for the Winnipeg Police Service's 2015 operating budget. The Service estimates that it will supplement the City of Winnipeg's funding with approximately \$44,869,955 in revenues from government grants, traffic fines, criminal background checks, alarm permits, paid duty, and other sources.

The Winnipeg Police Service's 2014 fourth quarter financial report shows that in 2014 the Service spent a total of \$256,286,000. Its single largest expense was paying the salaries and providing benefits for its members. The Service reduced its total cost to the City of Winnipeg by collecting \$47,490,000 in revenues. The pie charts below provide a summary of the primary sources of revenue and a breakdown of key expenditures.



7. A NEW MODEL OF POLICE GOVERNANCE

From the Police Services Act

The purpose of a police board is to provide:

- (a) civilian governance respecting the enforcement of law, the maintenance of the public peace and the prevention of crime in the municipality; and*
- (b) the administrative direction and organization required to provide an adequate and effective police service in the municipality.*

The police board must:

- (a) after consulting with the police chief, establish priorities and objectives for the police service;*
- (b) establish policies for the effective management of the police service;*
- (c) direct the police chief and monitor his or her performance; and*
- (d) perform any other prescribed duties.*

For more information, visit <https://web2.gov.mb.ca/bills/39-3/b016e.php>.

In 2009, the Province of Manitoba passed legislation that required all municipalities with police services to have police boards composed of civilian members. Each board would be responsible for overseeing the policies and performance of its local police service, and would have the authority to set priorities, objectives and policies for the police. In 2012, Winnipeg's City Council passed a by-law creating the Winnipeg Police Board and outlining its responsibilities. Within a year, two City Councillors and five citizens were appointed to the Board and the Board held its first meeting.

The creation of the Winnipeg Police Board heralded the arrival of a new model of police governance in Winnipeg. There were already measures in place to keep the Winnipeg Police Service accountable, such as laws, regulations, and the Law Enforcement Review Agency (LERA) and the Professional Standards Unit of the Winnipeg Police Service to resolve complaints about the professional conduct of police officers. These bodies continue to provide oversight of police activities, focusing on individual investigations and complaints. The Winnipeg Police Board complements these oversight mechanisms by serving as a community liaison and incorporating citizens' concerns and priorities into its strategic direction of the Winnipeg Police Service.

Under *The Police Services Act*, the Winnipeg Police Board is responsible for establishing priorities and objectives for the Service. The Board accomplishes this by developing a strategic plan for the Service and, in the future, by

establishing policies for the effective management of the Service. The Board fulfills its role as a community liaison by consulting with members of the public. It is also composed of Board members who are not police officers, so that the Service is accountable to the community. This does, however, mean that the Board cannot match the Service's expertise in the areas of police operations and law enforcement, so the Board consults closely with the Service in the course of its work.

Evolving Processes

The Board's existence has brought changes to how the Service is managed. Whereas the Service previously submitted its budget estimates and requests directly to the City of Winnipeg, the Board now plays a role in the process. Every year, the Board and the Service work together to identify the strategic priorities that will affect how resources are allocated and officers are deployed. The Service provides the Board with information on how it recommends using resources from its operating and capital budgets, and the Board uses that information to prepare its own recommendations to City Council. As before, City Council decides the total amount that the Winnipeg Police Service will receive for its operating and capital budgets. But now the Winnipeg Police Board decides how those funds will be allocated.

Evolving Relationships

This new model of police governance has brought other changes to the Service's relationship with the City of Winnipeg. The Chief of Police now reports to the Winnipeg Police Board, though the City of Winnipeg is still considered the employer of the Chief of Police and all members of the Service and is responsible for setting their pay and benefits. In the past, the Service reported directly to the City's Standing Policy Committee on Protection and Community Services and the Standing Policy Committee on Finance. Now, the Winnipeg Police Board answers to those committees, with the Service submitting its reports to the Board.

This aspect of Winnipeg's police governance model, which puts civilians in an oversight role, is inspired by the principles of policing that guided the first modern police forces in nineteenth-century Britain. Attributed to Sir Robert Peel, this set of principles included the statement that "To recognise always that the power of the police to fulfill their functions and duties is dependent on public approval of their existence, actions and behaviour and on their ability to secure and maintain public respect." The watchmen and constables who were expected to maintain law and order in Britain until Peel introduced the *Metropolitan Police Act of 1829* had a reputation for being corrupt and valuing the interests of politicians over the well-being of the public. Police boards are intended to insulate police services from political interference while ensuring the police are still publicly accountable. The members of City Council are elected by the public and they act on the public's behalf when they set the operating and capital budgets of the Winnipeg Police Service, and when they interact with the Winnipeg Police Board.

The Board held its first meeting in June 2013, so it is still a relatively young organization. It has brought changes for the Service, which has to follow new processes and has new reporting requirements in order to give the Board the context it needs to make informed decisions. Additionally, the Board has brought changes for the public. Citizens can still contact the Winnipeg Police Service with their questions and concerns about police services, but they may also contact the Board regarding matters within its mandate. This aspect of the Board's community liaison role requires a high level of public awareness to be truly effective – citizens need to know about the Board's existence and mandate before they know to share with the Board their needs, values and expectations regarding public safety.

Responsibilities under the new police governance model

Winnipeg Police Board

- Appoints and evaluates the Chief of Police
- Establishes policies for the effective management of the Winnipeg Police Service
- Allocates the Service's operating and capital budgets
- Approves the Service's quarterly budget updates
- Develops the strategic plan, priorities and objectives for the Service

City of Winnipeg

- Sets pay and benefits for Chief of Police
- Sets pay and benefits for police officers
- Determines the total amount for the Service's operating and capital budgets
- Receives the Service's quarterly budget updates as information



8. CONCLUSION

The safety and security of its citizens is a critical priority for Winnipeg. Crime and concerns about crime can have a dramatic impact on residents' quality of life and the city's economic competitiveness and long-term sustainability. Although Winnipeg is experiencing many of the same challenges as other cities across the world, some of its unique characteristics require innovative approaches.

The Winnipeg Police Board believes in giving the public a voice in identifying Winnipeg's public safety priorities. The Board welcomes your feedback at any time. You can contact the Board:

Online: <http://winnipeg.ca/shared/htmlsnippets/MailForm.asp?Recipient=wpb&Title=Winnipeg%20Police%20Board>

By phone: 204-986-8690

By mail: 902-457 Main Street, Winnipeg, Manitoba, R3B 1B5

Every year, the Board reaches out by hosting community consultation meetings where you can learn more about the activities of the Winnipeg Police Board and the Winnipeg Police Service. These meetings are an opportunity to ask questions, raise concerns, and tell the Board what public safety issues are important to you.

Information on the Board's 2015 community consultation meetings will be posted on the Board's website in May: <http://winnipeg.ca/clerks/boards/WpgPoliceBoard.stm>.