

**The Environment for
Policing in Winnipeg**

2016 Report





INTRODUCTION

What are the crime trends, socioeconomic issues and demographic trends that define community safety in Winnipeg? This report aims to answer that question and, in the process, give us an idea of what residents of Winnipeg need and expect from their police.

The Winnipeg Police Board has a mandate to establish priorities and objectives for the Winnipeg Police Service, and a duty to ensure that community needs and values are reflected in policing priorities, objectives, programs and strategies. Every year, the Board publishes an updated edition of this report to capture the Board's understanding of the priorities and issues that matter to residents of Winnipeg. The report is intended to start a dialogue between the Board and the community about these issues, and encourage residents to bring new issues to the table.

You can join the Board in this dialogue by attending one of the Board's annual community consultation meetings or a monthly Board meeting, or by contacting the Board by email, mail or phone. For more information, please visit the Board's website, www.winnipegpoliceboard.ca.

WHAT MAKES WINNIPEG DISTINCT?

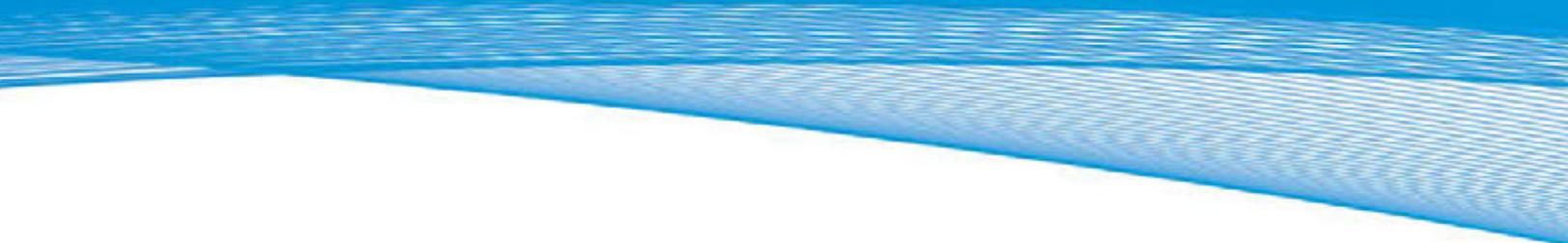
Winnipeg's History and Population

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 the area was occupied by Anishinaabe, Cree and Nakota (or Assiniboine) people when the first Europeans arrived. European traders established their first permanent settlement in the area in 1812, calling it the Red River Colony. Its population grew over time and became part of the Dominion of Canada in 1870.

Joining the Dominion of Canada meant that Indigenous people in Manitoba were subject to federal legislation and policies, including the Indian Act of 1876 and policies that were intended to assimilate Indigenous people into British Canadian society. At the same time, an influx of immigrants – at first coming primarily from Europe and Eastern Canada but eventually including immigrants from many countries – increased Winnipeg's geographic footprint. This resulted in dispossession from their traditional lands for many First Nations and Metis people.

Winnipeg was incorporated as a city in 1873. It established a three-person municipal police force in 1874. Both the city and the Winnipeg Police Service have grown since then. Winnipeg's estimated population was 718,400 in 2015. The Winnipeg Police Service has grown from three members to approximately 1,900. The Police Service now includes specialized units and its officers patrol four districts that cover the city's 475 square kilometres.

As the city and its population have changed, so have the city's policing needs.



Fast Facts

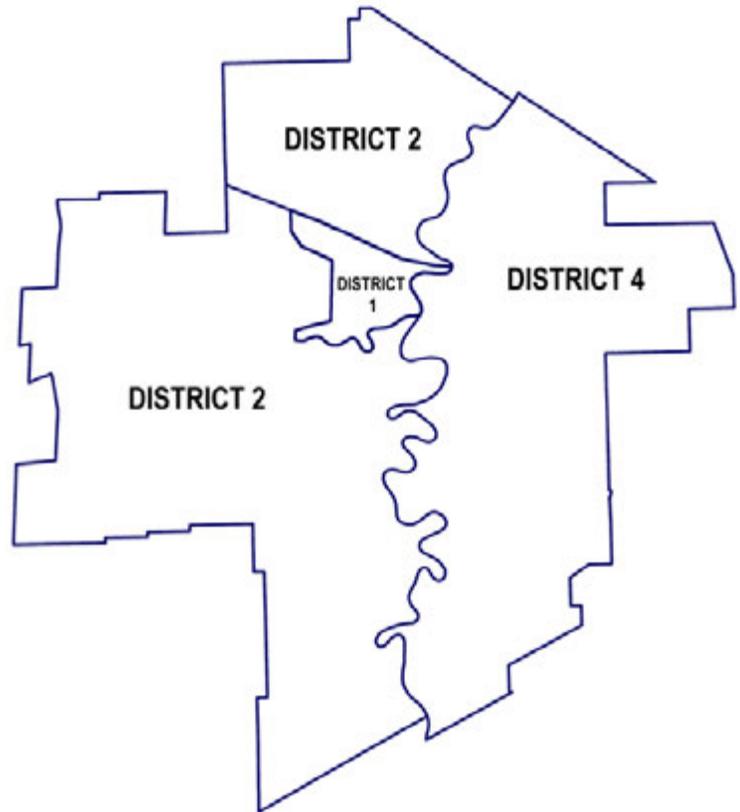
- Winnipeg is the largest city in Manitoba
- The City of Winnipeg had an estimated population of 718,400 in 2015
- The census metropolitan area (CMA) of Winnipeg includes the Brokenhead 4 First Nations reserve and the rural municipalities of East St. Paul, Headingley, Macdonald, Ritchot, Rosser, Springfield, St. Clements, St. François Xavier, Taché, and West St. Paul; approximately 793,400 people were living in the Winnipeg CMA in 2015
- Winnipeg covers 475 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

Census Highlights

According to the most recent census, conducted in 2011:

- 51.4% of Winnipeg residents are female, 48.6% are male
- Over 52.2% of Winnipeg's population live in single-detached houses, another 41.3% live in apartments and the remainder live in other types of dwellings, including semi-detached homes and row houses
- 73.6% of Winnipeg residents speak English as their first language, 3.7% speak French as their first language and of the 22.7% who speak another language as their first language, 3,530 speak an Indigenous language

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 763,800 by 2020. Although the physical boundaries of Winnipeg have not changed since 1993, the number of people living in that area has increased, as has the total kilometres of street length – exceeding 3,284 in 2010. All of these factors impact how police services are resourced to ensure proper coverage.



District 1	<ul style="list-style-type: none"> • Smallest population of any district at 61,423 • Highest percentage of lone-parent families • Highest percentage of single people at 43% • 66% of dwellings are apartments • Residents feel safer walking their own neighbourhood during the day than residents of other districts
District 2	<ul style="list-style-type: none"> • Population of 245,396 • Largest population of people aged 65 and over • Family structure is predominantly married couples • 60% of dwellings are single-detached houses
District 3	<ul style="list-style-type: none"> • Population of 132,796 • Highest average number of persons living in a private household • 68% of dwellings are single-detached houses • Highest percentage of people whose mother tongue is a language other than English
District 4	<ul style="list-style-type: none"> • Largest population at 249,754 • Similar demographic profile as District 2

Measuring Prosperity and Poverty in Winnipeg

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 and victimization. Past events and current social conditions play a role in shaping people's opportunities, including job opportunities. They are not unique to Winnipeg, but they have an impact on rates of prosperity and poverty in the city.

Winnipeg is seeing steady economic growth. It did not suffer the same adverse effects as Edmonton, Calgary, Saskatoon and Regina in 2015 due to a slumping energy sector, but the most recent data still indicates that Winnipeg has the lowest median income among major Prairie cities. The unemployment rate for Winnipeg in February 2016 was 6.4%, compared to 6.3% in February 2015, when Winnipeg had the highest rate of unemployment of the major Prairie cities.

In 2011, an individual with an income of less than \$23,928 who lived in a community with a population of over 500,000 was considered to live below the poverty line. In that year, Statistics Canada found that the percentage of people in Winnipeg with an income of less than \$25,000 was as follows:

	0 - 24 years	25 - 34 years	35 - 44 years	45 - 54 years	55 - 64 years	65+ years
Over \$25,000	19	62	72	75	69	53
Under \$25,000	81	38	28	25	31	47

According to a 2015 report from Winnipeg Harvest and Campaign 2000, the most recent data (2013) shows Manitoba has the highest rate of children living in poverty of any province, with 29% of children living in poverty. Winnipeg fares slightly better – according to older data from Statistics Canada, 22.8% of residents under 18 lived in low-income households in 2010. Both figures are higher than the national average of 19% for 2013.

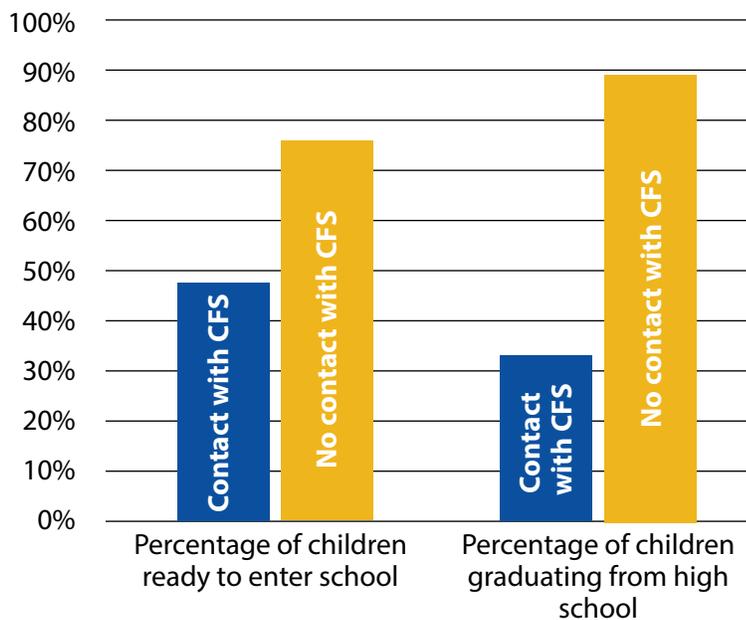
Connections to Community Safety

Poverty is not the only socioeconomic issue that affects the stability, security and well-being of a community. There are other barriers, such as racism, that put citizens at higher risk of being victims of crime or committing crime. Exposure to and victimization from certain types of crime, such as family violence, also increases the likelihood that a person will be further victimized or will commit crime him/herself. The World Health Organization and Lisa Monchalin have both done work to identify risk factors for crime and victimization. These factors include:

Risk Factors for Crime and Victimization			
<p><i>Societal</i></p> <ul style="list-style-type: none"> • Gender inequality • Poverty • Racism and discrimination • Barriers and policies that limit access to education • Barriers and policies that limit access to resources, wealth and opportunities • Social norms that condone violence 	<p><i>Community</i></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><i>Relationships</i></p> <ul style="list-style-type: none"> • Poor parenting • Family violence • Low family income • Delinquent peers 	<p><i>Individual</i></p> <ul style="list-style-type: none"> • Substance abuse • History of violent behaviour • Low level of education

Being aware of the connection between these risk factors and crime and victimization helps us to understand the impact socioeconomic issues in Winnipeg have on the rate and severity of crime.

In addition to and interconnected to poverty, the number of children under the care of Child and Family Services has been identified by the community as a priority to be addressed. Manitoba had over 10,000 children in the care of Child and Family Services (CFS) in March 2014. A 2015 report from the Manitoba Centre for Health Policy found that children who had come into contact with the CFS system had lower educational outcomes:



While this data is for Manitoba as a whole, it includes Winnipeg. Because Manitoba is the only Prairie province to have just one major city in the entire province, Winnipeg is the primary destination for rural migration. If people moving to Winnipeg from rural or remote parts of Manitoba struggle to make the transition to urban life and do not have access to adequate support services, this compounds their risk of victimization and crime. Migration between rural and urban parts of Manitoba also means that even when certain crimes or social issues, such as domestic violence, are proportionally higher in rural Manitoba, they are issues in Winnipeg as well.

Newcomer Populations

Over 17% of Winnipeg's population was not born in Canada. In 2014, Manitoba welcomed 16,222 immigrants, for 6.2% of the national total.

The experience of newcomers may 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

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 victimization, and make Indigenous people in Winnipeg more likely to come into contact with police and the justice system.

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

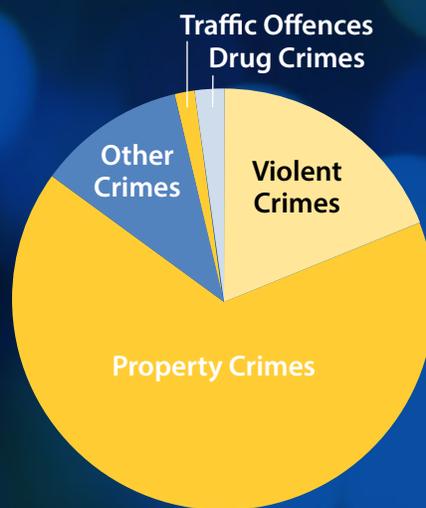
- 46% of Indigenous people in Winnipeg have incomes below \$25,000
- Indigenous people in Winnipeg are twice as likely to be victims of crime
- Approximately 77% of Manitoba's prison population is Indigenous
- About 86% of youth admitted into secure custody in Manitoba are Indigenous
- Approximately 87% of children in the care of Child and Family Services are Indigenous, despite only making up 23% of the child population in Manitoba
- Manitoba's youth incarceration rate is over 5 times that of Ontario's

CRIME IN WINNIPEG

A SNAPSHOT

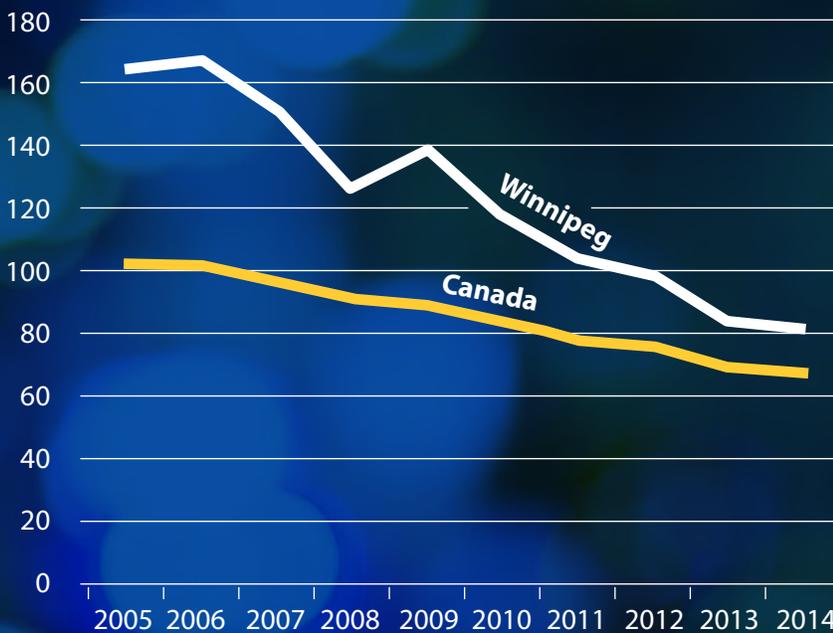
Crime in Winnipeg, 2014			
Offence Type	2014 Total	% Change since 2013	% Change from 5-year average
Violent Crimes	7,897	-3%	-8%
Property Crimes	27,225	4%	-9%
Other Crimes	4,678	-7%	-4%
Traffic Offences	675	7%	3%
Drug Crimes	832	-1%	1%

Source: Winnipeg Police Service Annual Report, published July 2015



- Winnipeg's crime rate (number of crimes per 100,000 population) is down 50.2% since 2005
- Winnipeg's crime rate (5,704.08) was lower than the Canadian average (5,774.25) in 2014
- Winnipeg's crime severity index (amount of severe crime as measured by severity of court sentences) is down 50.8% since 2005 but is still higher than the Canadian average
- Winnipeg had the third-highest violent crime severity index in Canada in 2014, an improvement from having the highest ranking in 2013
- Highest rates of robbery and sexual assault in Canada in 2014
- Second-highest homicide rate in Canada in 2014
- When surveyed by Statistics Canada in 2014, Winnipeg residents reported the highest rate of violent victimization of the nine largest census metropolitan areas in Canada

Winnipeg's Crime Severity Index compared to Canada's, 2005-2014



CRIME IN MANITOBA

A SNAPSHOT

For certain crime metrics, Statistics Canada only releases information for an entire province, instead of providing statistics for each city within the province.

- Manitoba has the highest youth violent crime severity index of any province
- Manitoba has the highest rate of homicides involving Indigenous victims
- Manitoba has the largest overrepresentation of Indigenous people as homicide victims - nine times higher than the rate for non-Indigenous people

WHAT CONSTITUTES ADEQUATE AND EFFECTIVE POLICING?

Provincial legislation gives the Winnipeg Police Board a mandate to ensure police services in Winnipeg are adequate and effective. To meet that standard, police services must be delivered in accordance with the community's needs, values and expectations. So what do residents expect from the Winnipeg Police Service? Feedback from residents who attended the Board's 2014 and 2015 public consultation meetings and those who participated in the Police Service's 2015 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 Police 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 investigation. The public also expects police to have access to the tools and technology that allow them to be fully effective.

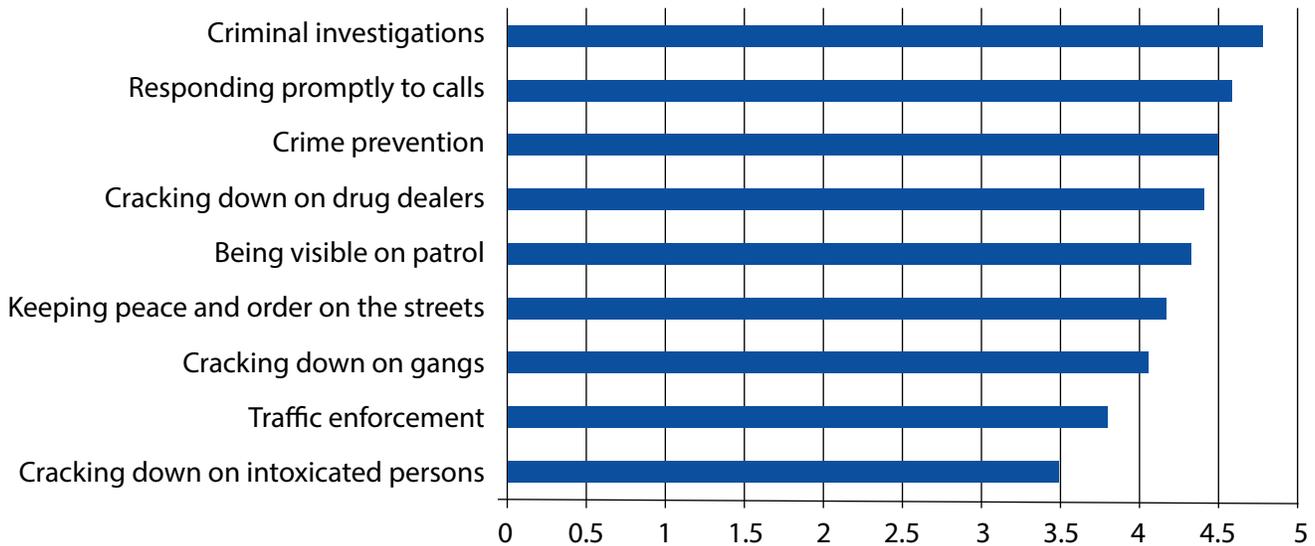
Police services should keep the public informed

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. In high-profile investigations that resonate with the community, residents expect reassurances that police are pursuing the investigation. At the same time, police are expected to protect confidential information in order to be sensitive to victims and not tip off potential suspects.

The Winnipeg Police Service's 2015 survey asked 606 residents for more specific input on what they expect from police and which safety issues concern them. The 2015 survey results show that the respondents valued the services provided by police and offer insights on which services matter most to the community.

Importance of Policing Activities

Average responses from a 2015 survey where 606 Winnipeg residents were asked to rate police activities on a scale of 1 (not important at all) to 5 (extremely important)



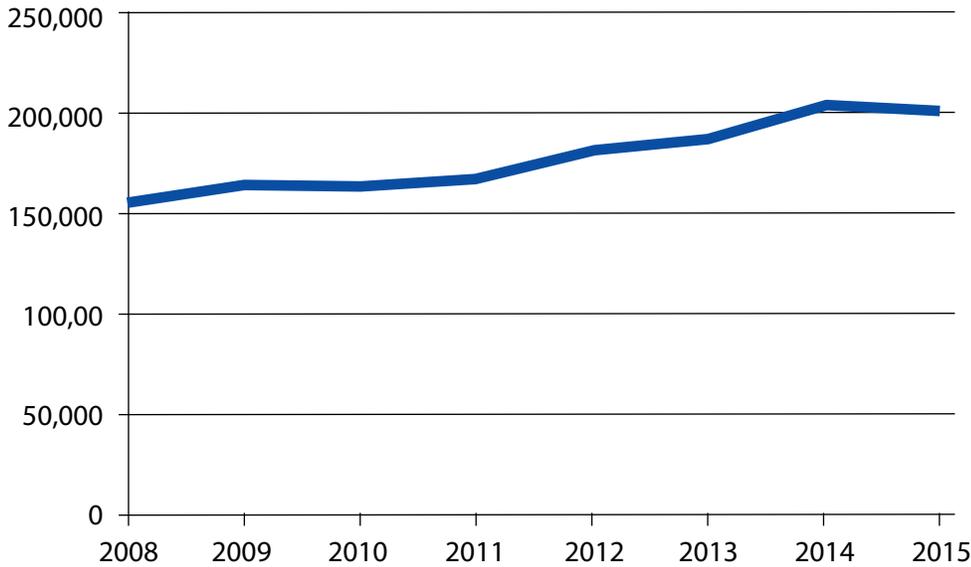
Seriousness of Public Safety Issues

Average responses from a 2015 survey where 606 Winnipeg residents were asked to rate problems in their neighbourhood on a scale of 1 (not very serious) to 5 (extremely serious)

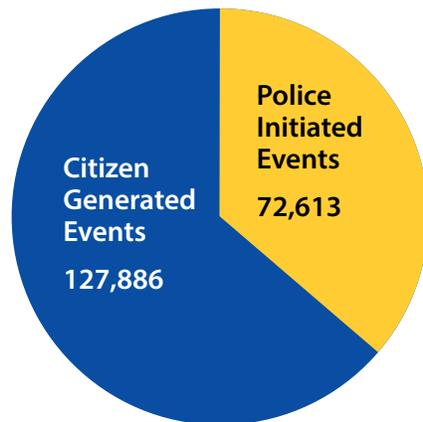


Survey respondents' high ranking of responding promptly to calls and engaging in crime prevention underscore the importance of how the Winnipeg Police Service handles calls for service. The Police Service uses this term to refer to any calls from citizens to 911 or the police non-emergency line that result in police being dispatched, as well as events initiated by police when they observe an incident in progress or take advantage of an opportunity to do community engagement or proactive policing while on patrol.

Looking at total annual calls for service helps measure police workloads. Even as crime rates are generally declining in Winnipeg, calls for service have increased by over 30% since 2008. Of the 200,499 calls for service to which police responded in 2015, over 36% (72,613) were initiated by police.



2015 Calls for Service



Calls for service are increasing even as the crime rate in Winnipeg has declined 50.2% since 2005. Most calls for service involve incidents that are non-criminal in nature, but still oblige police to respond. For example, when police receive a report of a missing person, they may not know whether the person has been abducted or ran away, but they still need to take seriously any concern for that person's safety.

Police are increasingly relied on to assist people with mental illness and/or addictions as the demand for counseling and support services outstrips the capacity of the agencies that provide care. This is challenging for both police and the community. The Winnipeg Police Service spent over \$2.35 million in 2014 assisting or detaining intoxicated persons under the Intoxicated Persons Detention Act. Responding to these calls for service require police time and resources that might otherwise be spent on core policing activities. This situation is challenging for the broader community as well because it means people struggling with addictions are coming into contact with police instead of receiving effective treatment.

Perceptions of Crime and Police Performance

The rate of calls for service is one indicator of whether Winnipeg residents feel safe. Each citizen-generated call for service could be taken to represent a situation where a crime has occurred and/or a citizen has a concern related to community safety. The Police Service also measures community perceptions of safety through a biennial survey. In 2015, when asked if they felt crime in their neighbourhood had changed in the last year, the Police Service heard:

- 67% of citizens said the amount of crime in their neighbourhood stayed the same,
- 19% of citizens said crime increased, and
- 11% of citizens said crime decreased.

Another important safety indicator from the survey was whether citizens felt safe walking alone at night, whether in their own neighbourhood or downtown (if they did not reside downtown).

How safe do you feel?	Walking alone downtown at night?	Walking alone in your neighbourhood at night?
Very safe	4%	28%
Reasonably safe	13%	43%
Somewhat unsafe	32%	17%
Very unsafe	49%	10%
No opinion	2%	2%

Citizens' perceptions of crime and safety also affect their impressions of police and how effective, reliable and accountable police officers in their city are. The Police Service's 2015 survey revealed that respondents who had come into contact with the Police Service in the last year generally felt the Police Service does a good job. The Police Service asked survey respondents whether they felt police did a good job responding to incidents, being courteous, and treating people fairly, among other metrics. Here are some highlights of the survey's findings:

Do you feel the Winnipeg Police Service is trustworthy?	
All the time	25%
Usually	56%
Sometimes	13%
Rarely	3%
Not at all	1%
No opinion	2%

- Residents of downtown had noticeably less trust in police – a combined 33% trusted police only sometimes, rarely, or not at all
- Trust in police was highest among residents aged 55 and over – a combined 87% trusted police most or all of the time

How much confidence do you have in the police?	
A great deal	50%
Some	41%
Not much	5%
None at all	2%
No opinion	1%

- Residents of downtown had less confidence in police – 21% had not very much or no confidence at all
- Respondents who had contact with police in the last year had less confidence in police – 13% had not much or no confidence in police compared to 4% among respondents who did not have contact with police in the last year

When asked if Winnipeg has enough police officers:

- 60.4% of respondents said Winnipeg had the right number of police officers,
- 31.0% said Winnipeg has too few police officers, and
- 5.0% said Winnipeg has too many police officers

The portion of respondents who think Winnipeg does not have enough police officers has been declining since 2010, when 49.1% of all respondents said this.

The Board will be using these numbers as benchmarks for future years with the intention that civilian governance of police and the Police Service's community engagement initiatives will strengthen trust and confidence in police. In this sense, the Police Service will build on a high rating of overall satisfaction. The Police Service was rated by 72% of respondents as good or excellent when asked about the overall quality of police services in Winnipeg.

WHAT SAFETY ISSUES MATTER TO THE COMMUNITY?

Every year, the Winnipeg Police Board scans the information available to it in order to understand the community's concerns related to public safety and policing. Important sources include:

- Data from the Winnipeg Police Service on the calls for service it receives
- Input received through the Board's community consultation process
- Data from the Police Service's biennial survey
- A scan of media coverage for the issues that resonate with the community

Consistently, the Winnipeg Police Service reports that the five most common reasons for citizens to call the police are to:

- Report a domestic dispute – these include disputes, violence, threats, information on protection orders, advice, or other assistance to a person with an issue involving a spouse, common-law spouse, boyfriend, girlfriend or intimate partner
- Request that police check on a person's well-being, commonly requested if a person is concerned about a friend or relative they cannot reach and need police to contact that person or possibly use their unique legal authority to enter the residence and check on the person if they are not answering the door and someone is concerned for their health and well-being; this is different from requests for police assistance to locate missing persons
- Report a disturbance
- Request assistance – these requests actually come from other police agencies or the courts when they require the assistance of the Winnipeg Police Service, or when the Police Service's General Patrol members require the assistance of the Community Support Unit to respond to a certain call
- Report an intoxicated person who needs to be assisted or detained until they are sober

By comparison, when police officers initiate an event because they observe an incident in progress or are engaging in proactive policing, they are most commonly:

- Conducting a traffic stop
- Monitoring a crime "hot spot" identified through the Smart Policing Initiative that uses data to spot crime trends and focus police resources accordingly
- Paying special attention to a location that has ongoing crime and safety problems
- Checking on wanted persons or persons who are on parole and must comply with curfews or other conditions

The Winnipeg Police Board uses its annual public consultation meetings to ask citizens about their public safety priorities. The Board reports the results on its website and uses the input to inform the Board's strategic plan for the Winnipeg Police Service. Here is a summary of public safety priorities and issues that were raised by citizens and the media in 2015.

Community Policing

The Board consistently hears from citizens that they support the Winnipeg Police Service's community-oriented policing model. This approach to delivering police services emphasizes partnering with the community. Officers are seen not just responding to emergency calls, they are also visible on patrol and at community events. When citizens see the police as trustworthy, approachable, and acting in the community's best interest, there is a stronger relationship between the community and the police.

Crime Prevention Through Social Development

At its core, police work involves responding to emergencies and other calls for service, enforcing laws and investigating crimes. This is considered a reactive approach to policing because police respond to crimes as they occur or after the fact. Winnipeg had the highest violent crime severity index of any city in Canada from 2009-2013. Recognizing a community imperative to reduce crime, the Winnipeg Police Service adopted more proactive policing methods. These methods included a partnership with Manitoba Public Insurance to strengthen monitoring of parolees convicted of car theft and to install technology in cars that made theft more difficult, thereby reducing opportunities for theft. Other strategies have included targeted patrols of locations that are "hot spots" for crime and partnering with other agencies in the community to address the socioeconomic issues that contribute to crime. Analyzing crime data to identify "hot spots" is part of the Winnipeg Police Service's Smart Policing Initiative.

Domestic Violence

Consistently, the most common call police receive is from citizens reporting domestic disputes. Domestic violence jeopardizes the safety and security of its victims, who are most often women and children. Domestic violence has intergenerational effects – being a victim of or being exposed to family violence as a child increases the likelihood that child will be a victim of further crimes or commit a crime him/herself. In this sense, domestic violence can create a vicious cycle for crime and violating individual and community safety.

Missing and Murdered Indigenous Women

Indigenous women and girls are murdered and go missing at an unacceptable rate. They are disproportionately likely to be victims of violence. In 2015, the Winnipeg Police Service, at the request of the Winnipeg Police Board, started publishing quarterly reports on its investigations into missing and murdered Indigenous women and its efforts to protect Indigenous women and girls. The safety and well-being of Indigenous women and girls is an escalating priority as well, with numerous organizations engaged in work to protect women and address the socioeconomic issues that are risk factors for crime.

Traffic Enforcement

The Winnipeg Police Service's 2015 citizen survey found that residents of Winnipeg consider traffic safety to be the most serious safety issue in their neighbourhoods. Police enforce traffic laws by stopping motorists observed violating those laws, and the Police Service uses photo enforcement to ticket motorists observed speeding or running red lights. The survey also found that 81% of residents supported the use of red light cameras and 70.8% supported the use of mobile photo enforcement cameras. These levels of support are lower than in 2007, findings which inform ongoing conversations between the Winnipeg Police Board and the Police Service on promoting traffic safety and maintaining public confidence in police.

Perceived Militarization of Police

The Winnipeg Police Service uses a policing model called “community policing.” It acknowledges the importance of connecting with the community so that citizens see police as legitimate, trustworthy and approachable. There is debate across Canada over whether community policing is compromised when police agencies acquire equipment that is – or looks – military grade, or whether such equipment is necessary and justified to ensure officer and community safety. Critics of this practice have expressed concern the use of military equipment by police will transform their relationship with citizens into one of “us versus them,” where police more closely resemble an occupying force than an embodiment of Sir Robert Peel’s principle that “the police are the public and the public are the police.” Debates on the militarization of police recently extended to Winnipeg when the Service’s plan to acquire an armoured rescue vehicle prompted public discussions on protecting both officer safety and public trust.

Bias-Free Policing

The Canadian Charter of Rights and Freedoms prohibits discrimination on the basis of a person’s race, national or ethnic origin, colour, religion, sex, age or mental or physical disability. When police treat people differently – or are perceived as doing this – on the basis of one of these characteristics, it can undermine public confidence in the police. Police engage with members of the public as part of their community-oriented approach to policing, or to be a visible presence and deter crime while patrolling, or to approach someone who fits the physical description of a person who has committed a crime. Citizens expect police to do this work without allowing personal biases to affect their judgments of which persons look suspicious or match a description. The Board and the Police Service are making bias-free policing a priority for both organizations. The Board made bias-free policing the first policy it developed and adopted for the effective management of the Police Service. The Police Service is providing its members with training on how to recognize biases and ensure they are not relied on to inform officers’ decisions.

Reconciliation

The Mayor announced that 2016 was the Year of Reconciliation for Winnipeg. He expressed a commitment on behalf of the City of Winnipeg to promote inclusion and an end to racism. Racism is a structural barrier to equality and a risk factor for victimization and crime. This priority complements the approach of crime prevention through social development, as well as the Board’s goal of promoting the use of restorative justice and diversion programming to reduce crime. Manitoba’s Restorative Justice Act was proclaimed in November 2015, paving the way for more first-time offenders committing minor offenses to be referred to restorative justice programs.

Human Rights and Social Justice

The focus on reconciliation in 2016 is an extension of a broader commitment to inclusion and equality. Inclusion and equality are community safety issues because, where they are absent, people from marginalized groups are more likely to come into contact with the justice system, whether as victims of crime or as offenders.

HOW HAS POLICING EVOLVED?

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.

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.

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.

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

With the internet making it easier to commit a crime that victimizes people living in a different city or country, investigating crime becomes 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. These concerns add to the responsibilities and workloads of municipal police services, who need resources to train, equip and support officers to deal with these challenges.

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, in 2014 the Police Service responded to approximately 11,913 calls for service involving intoxicated persons who needed to be assisted or detained. The Winnipeg Police Service received an average of 94 missing persons reports per day in the fourth quarter of 2015, 85% of whom were running away from placements with Child and Family Services. For all of 2015, the Winnipeg Police Service received a total of 8894 missing persons reports, an increase of 29% over 2014. The increase in these incidents has had a significant impact on the Winnipeg Police Service. While crime in Winnipeg has declined, 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 200,499 in 2015 – an increase of 30%.

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

Like Canadian society more broadly, Winnipeg has a diverse population. Social movements, inquiries, and protests have promoted public awareness that discrimination in Canadian society has an impact on communities' relationships with the justice system. Police services across Canada are working to improve their relationships with people who have historically been underserved or discriminated against by the justice system, such as Indigenous 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.

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.

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

Police services are not the only agencies concerned with protecting the safety and security of citizens and their property, and with maintaining public order. 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.



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 \$13.9 billion in the 2014/2015 fiscal year. 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. Statistics Canada reports that in the 2014/2015 fiscal year, Canadians were paying an average of \$391 each for policing. In 2015, residents of Winnipeg were paying \$363.43 each for municipal police services. 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.

WHAT IS THE COST OF PROVIDING POLICE SERVICES?

Police services in Canada exceeded \$13.9 billion in the 2014/2015 fiscal year, 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 \$391 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. Police boards and other governance bodies are also discussing the role salaries and benefits play in determining the size of a municipal police service's budget. In Manitoba, police salaries and benefits are set by municipal councils and affect how police boards allocate the police budget. Elsewhere, notably in Ontario, police boards negotiate with unions representing police to set their pay and benefits, using binding arbitration processes when they do not agree.

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 2016, the budget allocated to the Winnipeg Police Service's accounts for 26.6% of the City of Winnipeg's total annual operating budget, a greater portion than what it received a decade ago.

This trend is distinct among major Canadian cities. Municipal taxes in Winnipeg have increased by a substantially smaller margin than other major cities (see table below). Therefore, while all major Canadian cities are facing growing policing costs, their overall budget revenues are growing each year to keep pace.

City	Cumulative Tax Increase, 1999-2015
Winnipeg	6.7%
Regina	49.8%
Vancouver	56.8%
Saskatoon	66.8%
Calgary	73.2%
Edmonton	78.3%

Policing is human-resource intensive, and police agencies rely on their members to be effective. As of May 15, 2015, there were 68,777 people employed as police officers and 28,368 civilian staff in police services across Canada. Nationally, there was an average of 192 officers per 100,000 Canadians. By comparison, the municipality of Winnipeg had 200 officers per 100,000 residents in 2015. Winnipeg is tied for fourth in terms of Canadian cities with the largest police complement as a proportion of the population.

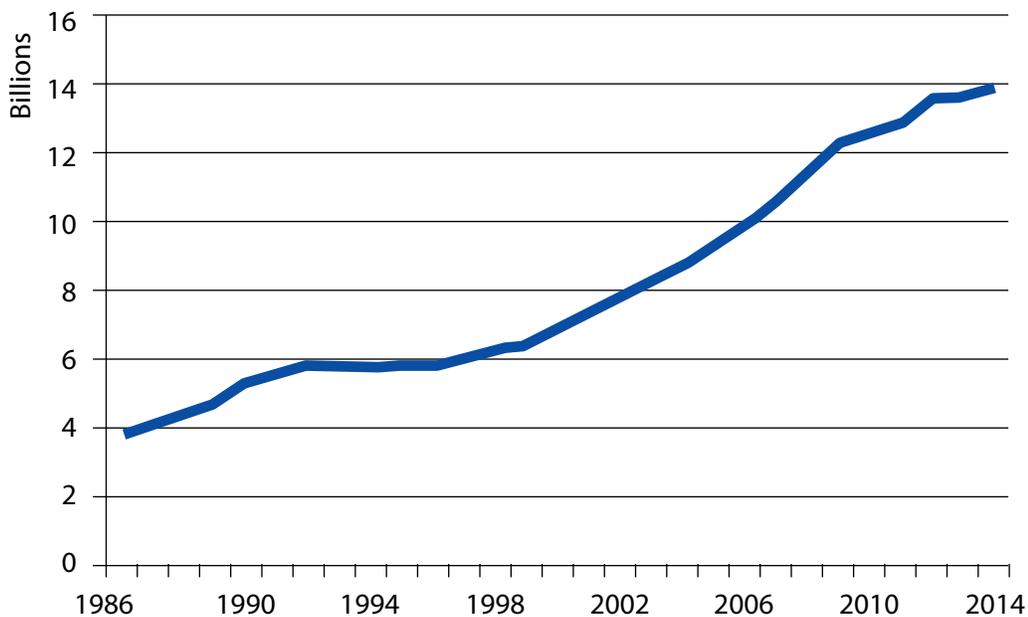
Comparable Canadian cities often have fewer officers per 100,000 residents because they employ more civilian staff. Across Canada, civilians account for 29% of staff in police agencies, but only 26% in Winnipeg. The remaining 74% of staff are sworn officers. Other reasons why Winnipeg has more officers include its historically higher crime rate and the public and political priority in previous years to add policing resources in order to reduce crime.

While crime is declining, there has been steady and significant growth in policing costs. Operating expenditures for the Winnipeg Police Service increased by 49% between 2005 and 2014, adjusted for inflation. 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 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.

Total Police Expenditures in Canada, 1986/1987-2014/2015

Combined total spent on police services across Canada for each fiscal year, shown in current dollars



Note: Statistics Canada measures the fiscal year from April 1 to March 31. The chart label "1986" therefore represents the fiscal year from April 1, 1986, to March 31, 1987.

Per capita costs of police services for select Canadian cities, 2015

Municipality	Cost
Vancouver	\$421.81
Edmonton	\$404.99
Toronto	\$403.22
Calgary	\$366.55
Winnipeg	\$363.43
Thunder Bay	\$348.43
Saskatoon	\$344.13
Regina	\$318.64
Canadian average	\$391.00

The annual per capita cost of providing police services in Winnipeg is within range of other Canadian cities. It was \$363.43 in 2015, up from \$361.35 in 2014. The per capita costs shown in the table above are calculated by dividing the total annual operating expenses of each police service by the population of the municipality. This does not mean that \$363.43 of each Winnipeg resident's municipal taxes went toward policing in 2015, because the Winnipeg Police Service's annual operating expenditures were offset by \$48,147,000 in revenues.

The City of Winnipeg participates in the Ontario Municipal CAO's Benchmarking Initiative (OMBI). It calculates the per capita cost of police services for Winnipeg by excluding any costs offset by provincial grants or non-municipal funding. It includes the cost of street lighting in policing costs. According to the OMBI report, the per capita cost of police services in Winnipeg was \$365.35 in 2014.

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 (salaries and benefits)

POLICING COSTS IN WINNIPEG

A SNAPSHOT

Policing Costs in Winnipeg: A Snapshot

The Winnipeg Police Service has an annual operating budget that covers costs for:

- Salaries and benefits
- Vehicles, maintenance and fuel
- Building leases
- Equipment
- Staff training
- Other costs

Any revenues the Police Service collects are factored into the operating budget, including:

- Provincial and federal grants
- Fines, including traffic tickets
- Criminal background checks
- Alarm permits
- Police contracts and paid duty for officers to patrol events such as professional sports games

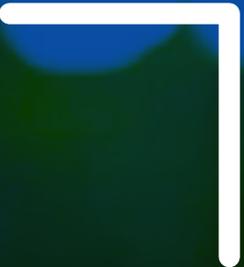
The Police Service has an annual capital budget that covers costs for:

- New or updated facilities, such as district stations
- Major equipment purchases
- Major software purchases or upgrades
- Other purchases that cost over \$100,000 and last over 10 years, in accordance with City of Winnipeg standards

The Winnipeg Police Service received \$219,107,690 in net mill rate support from the City of Winnipeg in 2015 for its operating budget. The Police Service's 2015 capital budget totaled \$7,186,000.

For 2016, the Winnipeg Police Service has an operating budget of \$280,669,573 and a capital budget of \$13,197,000.

	2016 operating budget	2015 operating budget (actuals)
Estimated operating expenditures	\$280,669,573	\$261,085,000
Estimated revenues	\$48,048,728	\$48,147,000
Net mill rate support	\$232,620,845	\$212,938,000



The Winnipeg Police Board allocates these budgets after the total amount of each budget is set by City Council. In consultation with the Police Service, the Board ensures the budgets are allocated in accordance with the Board's priorities and to ensure police services are adequate and effective. However, many costs are determined by factors outside of the Board's control. For example:

- Salaries and benefits are negotiated through collective bargaining agreements and approved by City Council
- The costs of police vehicles and fuel are set by the market and by City's Fleet Management Agency, which charges administrative fees for its services
- Rent for police facilities is set by the City's Property Planning and Development department, or by third parties if the buildings are not owned by the City of Winnipeg
- The Winnipeg Police Service has agreements with the provincial government and other agencies to help cover the salaries of 245 of its members – these agreements provide important sources of revenue in return for assigning these members to certain community priorities. These agreements limit the potential to make any significant changes to how the Police Service is structured or its members are deployed from one year to the next.

WHAT IS CIVILIAN GOVERNANCE?

Civilian governance of police is a system in which community members offer strategic leadership and set priorities for a police agency to ensure police services reflect the community's needs, values and expectations. In Manitoba, civilian governance bodies are called police boards, and they are composed of community members who are not police officers, as well as elected representatives.

The Province of Manitoba passed the Police Services Act in 2009, which requires every municipality with its own police service to establish a police board. To quote the Act, each police board is expected to provide:

- Civilian governance respecting the enforcement of law, the maintenance of public peace and the prevention of crime in the municipality; and
- The administrative direction and organization required to provide an adequate and effective police service in the municipality.

What is the Winnipeg Police Board?

The purpose of the Winnipeg Police Board is to provide independent civilian governance of the Winnipeg Police Service and the general direction required to ensure its services are adequate and effective. A fundamental goal for the Board in carrying out its work is to maintain public confidence and trust in the Winnipeg Police Service, and the Board promotes transparency and accountability in order to help achieve this goal.

When citizens understand how police operate and how public safety priorities are set, they have greater trust that the police are acting in the community's interest. When police have proper policies and reporting structures to guide them and hold them accountable, police work is done in a manner that is consistent with the community's needs, values and expectations. The Winnipeg Police Board strengthens the partnership between the public and the police.

The Board is made up of seven members. Five members are appointed by Winnipeg City Council and two are appointed by the Province of Manitoba. Together, they establish priorities, objectives and policies for the Winnipeg Police Service that reflect citizens' needs and values.

What does the Winnipeg Police Board do?

- Seeks community input on policing priorities and public safety issues
- Uses community input to develop strategic plans and objectives for the Winnipeg Police Service
- Ensures money in the police budget is spent according to public priorities
- Improves connections between the community and the Winnipeg Police Service
- Appoints the Chief of Police and evaluates his or her performance
- Receives reports from the Winnipeg Police Service and makes them public
- Meets in public to be open and accountable

Working Together

In order to do its job, the Board works closely with the Winnipeg Police Service and the City of Winnipeg. Manitoba's *Police Services Act* gives each body different powers and responsibilities, but they share a vision of creating a culture of safety for all of Winnipeg.

Winnipeg Police Board

- Consults the community to determine policing priorities and values
- Appoints and evaluates the Chief of Police
- Establishes policies for the Winnipeg Police Service
- Recommends and allocates the Police budget
- Reviews Police quarterly financial reports
- Develops the strategic plan, priorities and objectives for the Winnipeg Police Service

Chief of Police

- Responsible for the enforcement of law, prevention of crime and preservation of public peace
- Oversees management, administration and operation of the Police Service
- Maintains discipline in the Police Service

City Council

- Establishes by-laws
- Appoints members to the Police Board
- Sets the total amount of the Police Service's annual budget
- Provides reasonable remuneration to Police Board members (City Councillors do not receive remuneration for serving on the Board)
- Receives Police quarterly financial reports as information

City of Winnipeg

- Sets the pay and benefits for all members of the Police Service
- Responsible for all legal contracts, including collective agreements
- Responsible for capital assets
- Establishes protocols for all City departments (respectful workplace, health and safety)



The Environment for Policing in Winnipeg 2016 Report