

**THE ENVIRONMENT  
FOR POLICING IN  
WINNIPEG**  
2019



## EXECUTIVE SUMMARY

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This environmental scan of Winnipeg for 2019 summarizes data that describes factors that influence the people in our community and that have an impact on the way police services are delivered. This helps inform citizens about what is considered by the Winnipeg Police Board (Board) as strategic priorities for policing are developed.

The community, police, prosecutors and the courts are all partners in preventing and reacting to criminal activity. Feedback from the community helps the Board determine the strategic priorities for policing. The Winnipeg Police Service (Service) provides reporting to the Board to support transparency and an understanding of the successes, partnerships and challenges that are part of the backdrop for policing in Winnipeg.

The Board's Environmental Scan offers a snapshot of the conditions and trends that define the environment for policing in Winnipeg. The report looks at the following trends:

- Population
- Economic
- Policing
- Crime
- Legislative
- Technological

This report is intended to support a dialogue between the Board and the community about public safety and encourage residents to bring community expectations to the table.

## POPULATION TRENDS

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The nature of Winnipeg's population has a significant impact on the city's policing needs. Population growth and the construction of new neighbourhoods affect the size of the city that police serve. From 2011 to 2016 the population grew by 6.27%, slightly above the national average of 5%. This section provides a general overview of Winnipeg's population and demographics.

### Fast Facts

1. The City of Winnipeg's population forecast for 2019 is 777,700
2. 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; the projected population for the CMA in 2019 is 855,600. This is the 8th largest metropolitan area in Canada.
3. Winnipeg covers 464.08 square kilometres
4. The CMA is spread across 5303.09 square kilometres
5. Winnipeg has over 3148km of roads

### Most Recent Census Highlights (2016)

6. Statistics Canada calculated there was an average of 1,518.8 people per square kilometre
7. 51.2% of Winnipeg residents are female, 48.8% are male
8. 30% of Winnipeg residents identify as members of a visible minority
9. Indigenous people account for 12.2% of Winnipeg's population
10. 61.6% of all dwellings in Winnipeg are single detached houses
11. 67.8% of Winnipeg residents speak English as their first language, the second most widely spoken language in Winnipeg is Tagalog (Filipino) at 5.3% of the population and 3.2% speak French as their first language

Winnipeg has a rich and lengthy history of multi-ethnic communities within the city. This has created a wealth of cultural and recreational opportunities. We continue to welcome newcomers and to offer supports that are part of the overall inclusiveness of Winnipeg. According to 2016 Census data, 28% of Winnipeg's population was born outside of Canada.

### ***Marginalized Populations***

Vulnerable people are at greater risk of victimization and involvement in the criminal justice system. Some factors that contribute to marginalization include poverty, addiction and compromised mental health. Children, Indigenous people and newcomers continue to be among the most vulnerable.

Newcomers' experiences in Winnipeg can be impacted by 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. As a result of lived experience some may have less confidence in police.

Winnipeg's reported Indigenous population represents 12.2% of the city's overall population. This is the highest percentage of all major urban centres in Canada and is likely under reported. Many Indigenous people have experienced and continue to experience the negative effects of: racism, colonization, residential school trauma, oppression and dispossession from their land, loss of languages and livelihoods.

The Board has a bias free policing policy and the Service has established procedures regarding unbiased policing. Members of the Service are held to high standards to ensure bias free services that respect and value all cultures.

## ECONOMIC TRENDS

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The most recent census (2016) provided the following indicators:

- Winnipeg is seeing steady economic growth, but continues to have the lowest median income among major Prairie cities.
- 15.9% of Winnipeg residents had low-income status. The Canadian low-income threshold for a person living alone in 2017 was \$20,998 after taxes.
- There was a nominal decrease from 29% in 2016 to 27.5% in 2017 of all children in Manitoba living in homes that do not meet the median income.

### *Key Indicators*

- \$68,147 – Median Manitoban household income, 2016
- \$34,964 – Median individual income Winnipeg residents , 2016
- 5.6% - Unemployment rate in Winnipeg in 2018
- 1,400 – People experiencing homelessness in October 2015
- 463,603 - Visits to the food bank in Winnipeg in 2018



# POLICING IN WINNIPEG

## DISPATCHED CALLS FOR SERVICE

225,204  
(increase of 11% from 2014)

**Citizen Generated Events**

153,730  
(increase of 24% from 2014)

**Police Initiated Events**

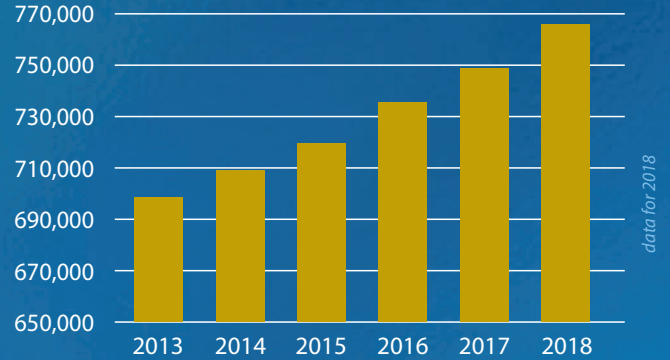
71,474  
(decrease of 11% from 2014)

**Total Calls to Communications Centre**

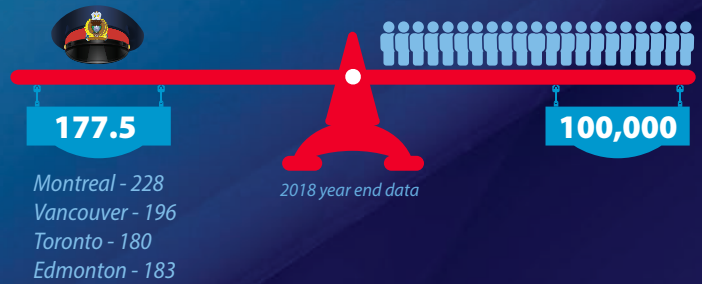
618,321  
(increase of 16% from 2014)

data for 2018

## POPULATION

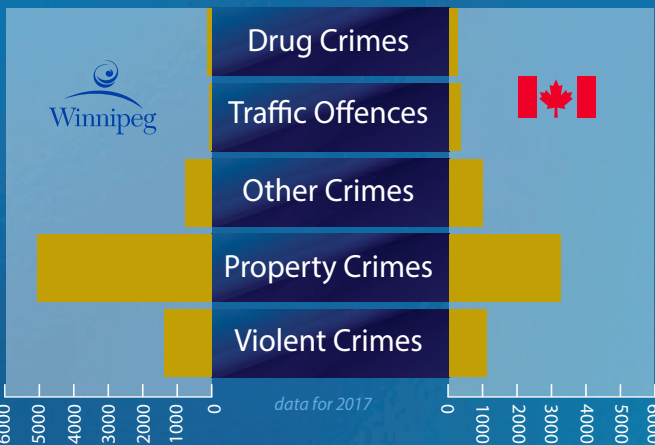


## OFFICERS TO CITIZENS



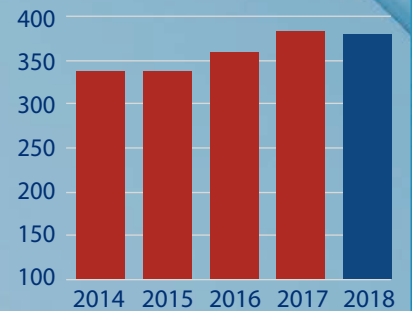
## CRIME RATES

**Winnipeg Total Crime Rate 7428.3**



**Canada Total Crime Rate 6006.3**

## PER CAPITA COST



## 2019 SURVEY RESULTS

2019 survey results expected in Q3 of this year.

## LEGISLATIVE TRENDS

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New legislation and precedent-setting court decisions affect how police services are delivered in Winnipeg. This is a survey of key legislative trends and relevant developments.

### ***The Cannabis Act***

In October 2018 federal legislation came into force that created a legal framework for controlling the production, distribution, sale and possession of cannabis. Additional training for police officers, tools for conducting roadside drug impaired testing, and public education are all elements of public health and safety.

### ***The Restorative Justice Act***

The Provincial government proclaimed this Act in 2015. An alternative to the traditional court system, restorative justice focuses on treatment or counselling for offenders that may change their behaviour.

### ***The Provincial Offences Act and Municipal By-law Enforcement Act***

On November 20, 2017, Provincial legislation came into effect that reduces the requirement for officers to attend traffic court. Instead of testifying in person, officers may submit written certificates. This change reduces the amount of time members of the Service spend in court.

### ***The Police Services Act***

In 2018, the provincial government committed to conducting a review of this Act. There are currently no regulatory policing standards in Manitoba. The Board established a policy to ensure the Service complies with the policing standards established by the Commission for Accreditation of Law Enforcement Agencies (CALEA).

## REPORTS AND INQUIRIES OF INTEREST

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### **Reconciliation**

*Truth and Reconciliation Commission Calls to Action*, 2015

*Our Women and Girls are Sacred, Interim Report, National Inquiry Into Missing and Murdered Indigenous Women and Girls*, November 2018

Indigenous women and girls in Canada are disproportionately likely to be victims of violence. According to Statistics Canada, they are six times more likely than non-Indigenous women to be the victim of a homicide. A national inquiry into missing and murdered Indigenous women and girls was launched in September 2016. The final report and recommendations are slated for release in June 2019.

*A Call to Action: Reconciliation with Indigenous Women in the Federal Justice and Correctional Systems* was released in June 2018 and was a report of the federal Standing Committee on the Status of Women.

### **Child Welfare Reforms**

*Transforming Child Welfare Legislation in Manitoba, Opportunities to Improve Outcomes for Children and Youth*, Report and recommendations tabled September 2018.

*A Place Where it Feels Like Home: The Story of Tina Fontaine*, a special report published by The Manitoba Advocate for Children and Youth – March 4, 2019.

### **Mental Health and Addiction Strategies**

*Improving Access and Coordination of Mental Health and Addiction Services: A Provincial Strategy for all Manitobans*, Virgo Planning and Evaluation Consultants Inc. March 31, 2018.

*The Braidwood Commission on the Death of Robert Dziekanski* addressed the appropriate use of force by police officers, particularly on a distressed person.

### **Criminal Justice Reforms**

*Criminal Justice System Modernization Strategy*, Manitoba Justice, March 2018.



## ***Independent Reports***

1. Ontario's Office of the Independent Police Review Director conducted a review on systemic racism and bias regarding how the deaths of Indigenous people were investigated in Thunder Bay. The review and subsequent report (2017) identified systemic racism.
2. A second investigation launched by the Ontario Civilian Police Commission into the Thunder Bay Police Services Board, conducted by Senator Murray Sinclair in 2017, also found systemic racism and subsequently an interim administrator was appointed until new police services board members are appointed and appropriately trained.
3. *Police Encounters with People in Crisis* ("the Iacobucci Report") was released in 2014 after the Chief of the Toronto Police Service requested a report on how the Service used lethal or potentially lethal force on emotionally disturbed, mentally disturbed or cognitively impaired people.

## **POLICE OVERSIGHT**

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The Law Enforcement Review Agency is a provincial body that is authorized to investigate public complaints about police conduct. The Independent Investigation Unit is a provincial body that investigates serious incidents involving police officers in Manitoba. Each agency is empowered to investigate matters that fall within its legislative mandate.

## **SUPREME COURT DECISIONS**

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Decisions made by the Supreme Court of Canada can influence how police agencies investigate criminal cases and participate in the prosecution process. Some of the key decisions that affect policing include:

- *R. v. Paterson (2017)* – Clarifies the strict standard police must meet in order to justify a warrantless search
- *R. v. Bingley (2017)* – Police officers who assess motorists for drug impairment can present their opinion in court as expert testimony
- *R. v. Jordan (2016)* – Established a timeframe for when an accused must be brought trial (18 months in provincial courts and 30 months in superior courts)

## TECHNOLOGICAL TRENDS

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Rapidly-evolving technology provides police with new tools to enforce laws and investigate crimes. It also affects crime – creating new opportunities for illegal activity. This section highlights some of the ways in which changing technology shapes police work. All technological advancements and maintenance of existing systems comes at a significant cost.

### **Impact on Crime**

Fraud and exploitation using the Internet continues to increase.

### **Impact on Policing**

Police investigations are more complex and resource intensive when:

- The person committing a crime lives in a different jurisdiction (country, province or city) than the victim(s)
- The digital records police need to review for evidence are stored on servers in other countries
- Some criminal activity, like sexual exploitation, has shifted online, making it harder for police to monitor and requiring specialized training
- Police require additional training and tools to keep pace with new technologies
- The volume of evidence for police to sift through in an investigation increases if they need to review a person's phone, computer, or browsing history or video interviews. There are new types of evidence being considered such as GPS watches, fitness trackers and personal home assistant devices

Law enforcement benefits from technological advancements, such as:

- Automation allows police services to process more criminal record checks and alarm permits in less time
- Online crime reporting makes it more convenient for people to report property crime, and more crime data allows police to identify patterns and trends
- Specialized software for data collection and analysis allows police to identify hot spots for crime
- Photo enforcement of traffic laws is more efficient for certain infractions, like speeding through intersections or running red lights
- Police can use CCTV footage, video footage shot with cell phones and other types of evidence in their investigations
- Police services can equip their officers with body-worn cameras
- Police who carry smart phones or have computers in their patrol cars have consistent access to databases and dispatch information

## CONCLUSION

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Interdependent agencies, governments, business and residential communities make up our web of public safety. Policing is largely a reactive process and a key piece of the puzzle. Values and expectations of the community can be confirmed when there is a shared understanding of existing infrastructure, political and social conditions and economics.

The Board is interested in hearing from all community members or groups representing community interests on needs, values and expectations so that strategic priorities for police can continue to reflect what is important to citizens of Winnipeg.

