

THE ENVIRONMENT FOR POLICING IN WINNIPEG



2020

EXECUTIVE SUMMARY

The purpose of this environmental scan is to provide an informal snapshot of the current circumstances in the City of Winnipeg. This report describes external factors and issues that have an influence on the community and that impact the way policing services are delivered. The environmental scan informs citizens about what guides the Winnipeg Police Board (Board) in developing strategic priorities for policing.

Preventing and responding to criminal activity requires partnerships between the community, police, prosecutors, the courts and the correctional system. The Service reports regularly to the Board to support transparency and provide an understanding of the successes, partnerships and challenges that are part of the backdrop for policing in Winnipeg.

The Board's Environmental Scan includes information on the following trends:

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

The Board seeks input from the community on public safety and encourages residents to provide their feedback on community expectations. This report is intended to support that dialogue. Data informing this report was gathered from the most recent census (2016), the City of Winnipeg, the Conference Board of Canada and Statistics Canada.

POPULATION TRENDS

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. Winnipeg continues to grow; expansion is greatest to the south and west. This section provides a general overview of Winnipeg's population and demographics.

Fast Facts

1. The City of Winnipeg's population in 2019 was 763,900. The forecast for 2020 is 774,700.
2. The census metropolitan area (CMA) of Winnipeg includes the City of Winnipeg and the municipalities of: West St. Paul, East St. Paul, Headingley, Macdonald, Richot, Tache, Springfield, Rosser, St. Francois Xavier, and St. Clements and Brokenhead First Nation. In 2019, the population for the CMA was 844,600. The projected population for the CMA in 2020 is 857,300. Winnipeg continues to be the 8th largest metropolitan area in Canada.
3. Winnipeg covers 464.33 square kilometres
4. The CMA is spread across 5,306.79 square kilometres
5. Winnipeg has over 3,148 kilometres of roads

Most Recent Census Highlights (2016):

6. 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, 5.3% speak the second most widely spoken language which is Tagalog (Filipino) and 3.2% of residents speak French as their first language.

ECONOMIC TRENDS AND SOCIAL FACTORS

Economic trends and comparators provide a general profile of who lives in our city and the successes and challenges that affect vibrancy and full participation in community building activities.

Most Recent Economic Development Winnipeg Highlights:

- The average price of a home \$301,518 (2018)
- Median individual income \$36,490 (2017)
- Median household income \$85,660 (2017) - Winnipeg is seeing steady economic growth, but continues to have the lowest median income among major Prairie cities
- The rate of unemployment is 5.3% (2019)
- The current workforce is 469,600 (2019)
- The vacancy rate for rental accommodation 2.9% (2018)
- Average monthly rental rates for an apartment \$1,030.00 (2018)
- 15.9% of Winnipeg residents had low-income status (2016) The Canadian low-income threshold for a person living alone in 2017 was \$20,998 after taxes.
- Winnipeg Harvest referrals department processed 463,603 clients by appointment (2018)

The City estimates that 1 in 10 Winnipeg residents live in poverty. Poverty can represent a disconnect from community and activities that support vibrant, healthy relationships. The remedial costs of poverty related to lost productivity, lost opportunity, criminal justice, social services and health are substantial.

Poverty is not just an issue in the inner-city and can be found within other areas of Winnipeg that may be viewed as wealthy. For instance, 13.1 per cent of people in the St. Vital community area live in poverty. Many of those living in poverty receive assistance through Manitoba's Employment and Income Assistance program.

Winnipeg has several poverty reduction non-government organizations and councils:

- The Winnipeg Poverty Reduction Council (WPRC) brings together leaders from a variety of sectors to work together to address the underlying causes of poverty.
- Pathways to a Better Future – Manitoba's Poverty Reduction Strategy, resulted from an estimated 2,000 Manitobans taking part in public consultations, sharing their thoughts and ideas about preventing and reducing poverty in Manitoba.
- Winnipeg Without Poverty – Calling on the City to Lead was produced by Make Poverty History Manitoba. It is a compilation by organizations and individuals with knowledge and expertise to develop a community-based poverty reduction plan for Winnipeg.
- The City is working to develop an independent poverty reduction strategy and a report is expected by September 2020.

Homelessness in Winnipeg is a growing issue. Governments, business, housing, health and social service providers have started working together to address the problem. It is estimated that there are 135,000 people at risk of becoming homeless, 7,600 'hidden' homeless' (refers specifically to people who live temporarily with others but without guarantee of continued residency or immediate prospects for accessing permanent housing), 1,915 short-term or crisis sheltered people and 350 living on the streets. 27% of those experiencing homelessness in Winnipeg are between the ages of 18-29 years. 294 youth experience homelessness in Winnipeg every night, 84% of those identify as indigenous, 23% LGBTQ2S, 73% have been homeless for 6 months or longer in their lifetime. Homelessness is a visible concern in the city's core and shelters, rooming houses and hotels provide temporary housing. End Homelessness Winnipeg is an organization that is leading the shift from managing homelessness to ending it. The organization is making significant efforts in its implementation of the 10-Year Plan to End Homelessness.

COMMUNITY HEALTH AND WELL-BEING

Healthy communities are vital and resilient with lower risk for crime. In 2020, the City is facing a community health crisis as a result of Covid-19. This pandemic has an impact on the environment but the full effects of managing the collective health of residents in Winnipeg will not be fully known until some time has passed and an analysis of responses and economic, business and service delivery impacts can be developed. Community wellness can be created and maintained by providing supports, economic stability, and adequate services that contribute to wellness such as parks, sports facilities and community centres. These community supports are not available during this time and when they re-open their availability and use will likely be limited. Health is affected by a range of social and economic advantages and disadvantages. Those that are marginalized are likely to suffer disproportionate negative health effects that can affect involvement with the criminal justice system.

The Winnipeg Regional Health Authority's 'Community Health Assessment' report for 2019 provides the following metrics that are key indicators of a healthy community:

- 23% of children 17 and under are living in poverty
- 4.2% of children under 6 have experienced dental extractions
- 6.6% of women who have live, in-hospital births have no or inadequate prenatal care
- 24% of children do receive 5 servings of fruit and vegetables per day
- 83% of children 15+ do have a minimum of a high school diploma
- 6.5% unemployment rate

Population distribution also has an impact on community health.

- Compared to the age profile of the provincial population, the Winnipeg Health Region had a lower percentage of children aged 0-19 years (22.7 percent), a higher percentage of adults aged 20-64 years (62.2 percent), and an average percentage of older adults aged 65+ (15.1%).
- In 2016, one-quarter (25 percent) of Winnipeg's overall population were immigrants (i.e. they had immigrated to Canada in their lifetime). The Philippines, India and China ranked among the top three countries of origin.
- There were 86,000 Indigenous people in Winnipeg in 2016, representing 12.2 percent of the population served within the Winnipeg Regional Health Authority. The majority (97.7%) identified as First Nations or Métis.

Winnipeg has a rich and lengthy history of multi-ethnic communities within the city. This has created a wealth of cultural and recreational opportunities. Winnipeg continues 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.

Marginalization reflects internal and external factors that may negatively impact a person's socio-economic status and opportunities. These factors can include historical, generational and environmental impacts. Criminal behaviour can increase due to conditions such as poor health,

addiction and poverty. These are topics for all levels of government to consider. Factors that can increase the success of community development and vibrancy include family relationships, physical and mental wellness, along with education and employment. The Service works to identify barriers to inclusion and confront biases that impact the community through their Diversity Section Liaison Officers' community partnerships and programs such as Thunderwing and school resource officers.

Winnipeg's crystal meth crisis continues to grow. Programs in place to deal with the issue include Leading Change: A Peer Support Approach to Methamphetamine Recovery which is a community-based program run by the Mood Disorders Association of Winnipeg, Finding Freedom and RE:ACT (Recovery Education for Addiction and Complex Trauma). Tackling the meth crisis will require a coordination of efforts from all three levels of government, including responding to the recommendations of the Illicit Drug Task Force.

Due to the COVID-19 virus and the World Health Organization recognizing the health emergency as a pandemic, police services are adjusting how they interact with the public in non-emergency situations while continuing to meet public safety needs. Changes include: limiting public attendance at headquarters; closing district stations; and asking that some reports be made on-line, over the phone, through video or be delayed. Community events, social gatherings and training sessions are postponed. When attending calls for service, members are maintaining physical distance when possible to protect the health and safety of witnesses, suspects and the members themselves. Pandemic preparedness applies to all first responders. The full impact of COVID-19 will not be known for some time.



POLICING IN WINNIPEG

DISPATCHED CALLS FOR SERVICE

231,670

(increase of 9% from 5 Yr. Avg. 2014-2018)

Citizen Generated Events

156,158

(increase of 14% from 5 Yr. Avg. 2014-2018)

Police Initiated Events

75,512

(decrease of 0.4% from 5 Yr. Avg. 2014-2018)

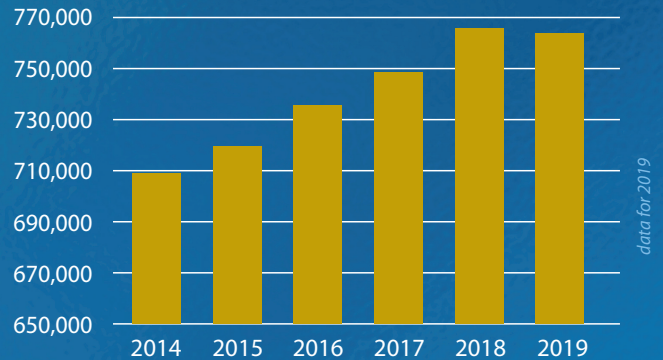
Total Calls to Communications Centre

648,247

(increase of 13% from 5 Yr. Avg. 2014-2018)

data for 2019

POPULATION



OFFICERS TO CITIZENS



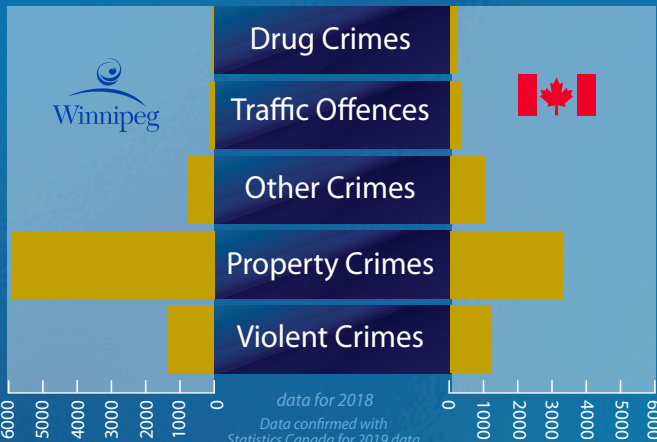
- Montreal - 223
- Vancouver - 198
- Toronto - 167
- Edmonton - 183

2019 year end data

CRIME RATES

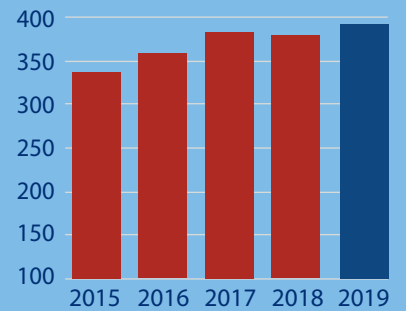


Winnipeg Total Crime Rate
8357.2



Canada Total Crime Rate
6123

PER CAPITA COST



data for 2019

2019 SURVEY RESULTS

Trustworthy 66.3%
of respondents rated the WPS as excellent/good in trustworthiness

Professional 70%
of respondents rated the WPS as excellent/good in regards to professionalism

Confidence 63.9%
of respondents have a great deal of confidence in the WPS

Quality of Service 64.2%
of respondents rated the WPS as excellent/good in regards to service quality

LEGISLATIVE TRENDS

New legislation and precedent-setting court decisions affect how police services are delivered in Winnipeg. Recent legislation includes:

The Poverty Reduction Act

This law came into force June 21, 2019. The intent is to measure efforts to reduce the number of people living below the poverty line.

Cannabis Act - Cannabis Edibles

Under the amended Cannabis Regulation, beginning in September 2019, licensed producers of cannabis could begin submitting their edible and topical products to Health Canada for new product licences. Those products were subjected to a 60-to-90-day approval and procurement process. Manitoba approved the sale of cannabis edibles beginning in December 2019.

The Police Services Act

In 2018, the provincial government committed to conducting a review of this Act. The government committed to launch that review process in its 2018 throne speech. In October 2019, the Community Safety Knowledge Alliance (CSKA) was chosen to lead stakeholder consultations and a broad review of The Police Services Act (PSA). CSKA is a Saskatchewan-based non-profit with experience implementing and evaluating new approaches to community safety and well-being.

The Highway Traffic Act – Photo Enforcement

In 2019, the provincial government committed to conducting a review of the current automated enforcement legislation and regulations. It is expected that recommendations will be made some time in the fall of 2020.

Criminal Code

In 2019, new provisions of the Criminal Code (Bill C-75) modernized and clarified bail provisions and release conditions that can be imposed on an accused person by police. The intention of the amendments is 1) to ensure an accused person is released after arrest without conditions whenever possible; and 2) to favour release at the earliest opportunity on the least onerous grounds.

REPORTS AND INQUIRIES OF INTEREST

Reconciliation

Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, along with 231 Calls for Justice, was published in June 2019.

Child Welfare Reforms

In January 2020, the Manitoba Government issued a request for proposals to look at best practices in other jurisdictions for improving and maintaining student attendance. It is noted that regular daily attendance at school is critical not only for education, but for the protection of children and youth, especially the most vulnerable, in improving their outcomes. School absenteeism is connected with poor outcomes such as justice involvement or mental illness and addictions.

Mental Health and Addiction Strategies

In November 2019, the Province announced nearly 3 million dollars for youth mental health initiatives including: support for the NorWest Youth Hub over the next three years, Project 11- a branch of the True North Youth Foundation and expanding the distribution of Thrival Kits™ to students in grades 4 to 6 which are used to teach children about mental-health awareness. Almost one in four Manitobans over the age of 10 is dealing with a diagnosed mood or anxiety disorder. 75 per cent of mental illness onsets occur before the age of 24.

Manitoba Housing issued a request for expressions of interest in June 2019, seeking a community partner to help identify and designate up to 50 long-term social housing units for women and children affected by family violence. In January 2020, the Province chose Wahbung Abinoonjiiag Inc. to lead a network of community agencies to improve housing options for women and children who have experienced family violence.

Criminal Justice Reforms

Criminal Justice System Modernization Strategy, Manitoba Justice, March 2018 - Metrics have been established and regular reporting is being provided.

Independent Reports

1. In 2019, the federal government launched a nationwide poverty reduction strategy with a vision of a Canada without poverty.
2. Winnipeg Health Region, Community Health Assessment Report 2019
3. Downtown Safety Study, Manitoba Police Commission
4. Illicit Drug Task Force – Recommendations to Reduce the Use and Effects of Illicit Drugs Within Manitoba’s Communities, June 28, 2019
5. Manitoba’s Policing and Public Safety Strategy- Provincial government strategy on effective policing and public safety
6. The Plan to End Homelessness in Winnipeg – April 2014

POLICE OVERSIGHT

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. Both agencies have mandates that empower them to investigate the Service when warranted.

COURT DECISIONS

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

- *Langenfeld v. Toronto Services Board*, (2019 ONCA 716) (CanLII) - Sets out that it is reasonable to perform security screening on individuals wishing to attend Police Board meetings in the Toronto Police Services facilities.
- *John Howard Society of Manitoba, Inc. v. The Government of Manitoba*, 2019 MBQB 170 - Sets out that granting standing in an inquest is dependent on the presiding judge’s decision.
- *Canadian Broadcasting Corporation v Canada (Attorney General)*, 2019 MBPC 59 (CanLII) - Sets some boundaries for police regarding redaction and sealing of Information to Obtain (ITO) orders and records of the court related to ITOs. Establishes court responsibility for protection of certain private information within such orders.
- *R. v. Y.G.*, 2020 MBPC 8 - Sets out that members of the Winnipeg Police Service are not biased as expert witnesses simply as a result of their status as police officers but that the test is their individual, particular expertise and their participation in particular investigations. In this case, the defense argued that their expert testimony was biased as a result of their institutional role(s).
- *Walker v. Winnipeg Police Service* (2020 MBQB 16) - Clarifies the standard police must make in preservation of personal property that is evidence, furthering of evidence such as weapons testing.

TECHNOLOGICAL TRENDS

Rapidly-evolving technology provides police with new tools to enforce laws and investigate crimes. It also affects crime by creating new opportunities for illegal activity. New technology has also created more ways for the community to engage with police services. This year the Service launched important tools that contribute to greater community engagement, transparency and a better understanding of the way that public safety is supported in Winnipeg. Crime Maps and Calls for Service are reported to the public online by geographical region of the city and by the nature of the call for service and can be found on the Service website. The Service can now take reports for certain types of crimes using live video feeds in order to facilitate quicker responses and to allow for better use of police resources. The Service takes advantage of all social media platforms in order to communicate trends, cautions and successes. Police reports can be completed online for certain crimes. The use of technology to improve service and to maximize the use of resources is in keeping with public expectations of the Service.

CONCLUSION

The City of Winnipeg is a culturally diverse city where there are more than 100 languages and nationalities represented throughout the region. Recognizing that public safety continues to be a high priority for all citizens, there are significant challenges in providing more support with less resources in the ever changing demographics.

Feedback on this report or comments for the Board can be provided by attending one of the Board's community consultation meetings or a public Board meeting or by contacting the Board by email, mail or phone. For more information, please visit the Board's website, winnipegpoliceboard.ca

