

# The Environment for Policing in Winnipeg 2023



## Executive Summary

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The Environment for Policing in Winnipeg 2023 Report (Report) is intended to summarize factors that impact policing in Winnipeg and inform citizens about what guides the Winnipeg Police Board (Board) in developing strategic priorities for policing. These events, factors, and trends do not always occur in Winnipeg.

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.

This Report includes information on: social and cultural factors, population, economics, community health, policing, crime, legislative, and technological trends.

The Board encourages citizens to provide their input on public safety and community expectations. This Report is intended to support that dialogue. For more information, please visit the Board's website, [www.winnipegpoliceboard.ca](http://www.winnipegpoliceboard.ca).

Data informing this Report was gathered from various sources, including the most recent census in 2021, the City of Winnipeg, the Conference Board of Canada, and Statistics Canada.



## Social and Cultural Factors

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### *Action and Collaboration on Poverty*

In November 2021, the City of Winnipeg approved its first ever Poverty Reduction Strategy. In the 2022 Budget, Council committed \$1.1 million to initiatives including the accessible public washroom on Main Street. The washroom named “Ammoowigamig” was opened on May 30, 2022 with a Council approved budget of \$874,289. \$633,087 of the budget was funded by the Federation of Canadian Municipalities’ Community Response Fund for Vulnerable Populations. A grant of \$241,202 was contributed by Circle of Life Thunderbird House, funded by the Community Foundations of Canada on behalf of the Government of Canada.

Within the 2022 budget, the City approved funds through the Mobile Outreach Support Services Grant Program to continue support for the Main Street Project Mobile Outreach Services in 2022 and 2023. Outreach Services provide a number of in the moment needs such as safety, well-being checks, food and referrals to programs or agencies that coordinate access to services.

The City of Winnipeg has developed the second implementation of the Poverty Reduction Strategy (2024-2027) with the assistance of stakeholders and those with lived experience of poverty. Actions from the plan are to be considered in the multi-year budget process.

The Province of Manitoba Budget 2023 provides the Manitoba Government’s continued commitment to the Poverty Reduction Strategy established in 2019 and the collaborative work in assisting citizens of the province to cope with the economic fallout caused by the pandemic. To achieve the overall goal, the key strategy was to reduce the child poverty rate by 25% by 2025 using 2015 as the baseline. According to the most recent data on the Market Basket Measure (MBM), Manitoba exceeded its target in 2020. The child poverty rate improved by 69 per cent from 19.3 per cent in 2015 to six per cent in 2020. Meaning there were 35,000 fewer Manitoban children living in poverty in 2020 than in 2015.<sup>1</sup>



## *Experiencing Homelessness*

In February 2023, the Manitoba Government committed \$126 million to address chronic homelessness using a new strategy for addressing homelessness that will fund up to 700 new social housing units this year and introduce new wrap-around services to help those experiencing homelessness.<sup>2</sup>

### *Manitoba's Homelessness Strategy*<sup>3</sup>

#### **Pillar 1- Modernizing the Emergency Response**

- Develop a training program for shelter support workers (Investment \$450,000 - announced June 2022)
- Expand the Homeless Outreach Mentor Program (Investment included in \$8.9 million - announced October 2022)
- Increase Funding to reflect the actual costs of operating overnight shelters (- announced October 2022)
- Provide annual funding for N'Dinawemak, an Indigenous-led and 24-7 shelter. (Investment \$3.57 million) - announced August 2022)
- Enhance support for the Downtown Community Safety Partnership (Investment \$3.6 million – announced November 2022)
- Provide funding for the St. Boniface Street Links OASIS Mobile Outreach Project (\$215,000 – announced November 2022)

#### **Pillar 2 – Providing Housing with Supports**

- Restart the Proposal Development Fund to support housing project development (Investment \$1 million – announced August 2022)
- Increase funding to transitional housing programs (Investment included in \$8.9 million – announced October 2022)
- Provide funds for transitional and supportive housing projects in development
  - West Central Women's Resource Centre, will provide 16 apartments of one- to three- bedroom units for women and children who have experienced gender-based violence. (Investment: \$856,000)
  - Veterans Village, a project of the Homes for Heroes Foundation, will provide 20 units of housing, as well as resources, services and training, for veterans experiencing homelessness. (Investment: \$500,000)

#### **Pillar 3 – Preventing Homelessness**

- Increase the basis needs benefit for people in receipt of Employment and Income Assistance (EIA) (\$13.98 million -announced August 2022)
- Increase the Rent Assist rate for EIA clients (\$20 million – announced October 2022)
- Expand supports to help people involved with the criminal justice system successfully transition into the community (\$20 million – announced October 2022)

#### **Pillar 4 – Developing Person Centred Services**

- Extend funding to End Homelessness Winnipeg for five years (Investment \$1.25 million – announced August 2022)
- Align coordinated access and Manitoba Housing applications in Winnipeg

*With the change in Government in the Provincial election held in Manitoba in October 2023, the newly appointed Minister of Housing Addictions and Homelessness and Minister of Mental Health was provided with a mandate letter that outlines a goal to lead the government response to the humanitarian crisis on the streets of Winnipeg.*<sup>4</sup>

## **Mental Health and Addiction**

Canadian Mental Health Association (CMHA) Manitoba and Winnipeg offers a variety of services. The services provided are informed by CMHA's Framework for Support and the recovery model as basis for working with people with mental health illnesses and challenges. CMHA recognizes the negative impact of stigma and offer community and workplace educational workshops, mental health promotion initiatives, and stigma awareness programs. The Canadian Mental Health Association Manitoba and Winnipeg Supports & Services brochure: <https://mbwpg.cmha.ca/wp-content/uploads/2020/02/2018-Agency-Brochure.pdf>

The CMHA Service Navigation Hub is an information and referral service for mental health and addiction resources, including CMHA programs.

The specialists at CMHA can assist in matching needs to the best type of care and can:

- facilitate connections to recovery-oriented supports and services in the mental health and addictions systems
- administer evidence-based screening and assessment tools to help individuals to identify and overcome barriers
- facilitate appropriate referrals
- help people to know and exercise their rights
- deliver targeted mental health education and provide short-term support to individuals on wait lists

211 Manitoba is the front door to community-based government, health and social services designed to meet the needs of diverse populations, across all different aspects of life. It is a free, confidential service available 24 hours a day, seven days a week in more than 150 languages, including 4 Indigenous languages. 211 Manitoba is managed by United Way Winnipeg and is guided by a province-wide volunteer advisory committee, with help of the Province of Manitoba, Manitoban United Ways, and funding partners and donors.<sup>5</sup>

## **Safe Shelters**

There are numerous and a wide-range of supports in place for the unsheltered in Winnipeg that include; hotlines to call, addiction supports, shelters/safe spaces, medical, free clothing, meal offerings, free laundry and others. A list of services and supports can be found on the End Homelessness Winnipeg website at: <https://endhomelessnesswinnipeg.ca/services-supports/> and the Winnipeg Outreach Network resource guide to these supports can be found at the link: <https://endhomelessnesswinnipeg.ca/wp-content/uploads/20201212-WON-GUIDE-1.pdf>

## *Equity, Diversity, Inclusion, and Anti-Racism*

In the City of Winnipeg's 2020 Workforce Diversity Report the goal was to achieve a diverse workforce representation, reflective of the community being served, at all levels of the organization.

On September 21, 2021, in support of the City of Winnipeg's Long-Term Commitment Plan – Equity, Diversity, Inclusion and Anti-Racism, City Council adopted the following:

The Service has made commitments in regard to increased mandatory training and reinforcement of core values and beliefs. The Service reports annually on Bias Free Policing to the Board.

## *City Incubator Program: Diversity Dashboard Project (In development with International cohort)<sup>6</sup>*

At the February 9, 2022 Human Rights Committee of Council Meeting, the Committee was provided with a presentation on the project.

The City Incubator Program was designed to help public intrapreneurs within cities around the world to develop their data innovation ideas into reality by providing dedicated support across a six-month period. During the six months of the City Incubator Program, the City of Winnipeg team:

- Launched a new self-declaration questionnaire to collect diversity data from its workforce
- Designed and developed a dashboard prototype to present the City's diversity data in an easy-to-understand format, allowing comparisons by department and to Statistics Canada benchmarks
- Shared the dashboard prototype with department teams and committees of City Council, receiving positive feedback regarding first impressions of the dashboard

Even though the City Incubator Program ended, the work on the Diversity Dashboard continues at the City of Winnipeg and can be viewed on the City website:

<https://clkapps.winnipeg.ca/dmis/ViewDoc.asp?DocId=21583&SectionId=&InitUrl>

## *Initiatives in Delivery of Policing Service*

### **Alternative Response to Citizens in Crisis (ARCC) pilot project (extended)**

The Winnipeg Police Service and Shared Health's Crisis Response Centre are to continue the joint undertaking to provide collaborative on-scene trauma informed crisis intervention services that would offer support to those experiencing mental health and addiction crises in Winnipeg. The ARCC teams include a plain clothes officer and a mental health clinician who are dispatched to assist WPS general patrol when needed.

### **Domestic Violence Intervention pilot project (to be continued due to successful 2-year pilot project)**

The Winnipeg Police Service in partnership with the Manitoba Justice Victim Services are committed to continuing the multidisciplinary approach to non-criminal domestic events. The Integrated Domestic Violence Intervention (DVI) team consists of WPS sworn members, workers from the Victim Service's Domestic Violence Support Services (DVI) and a Family Guide – Domestic Violence Specialist in the field of family law related issues. The goal being to provide callers with resources and supports to reduce the risk of domestic violence and reduce the attendance of police resources to events that are unrelated to criminal matters.

**Connected Officer (The Service will implement a second phase of the Connected Officer Project to enhance service delivery and effectiveness by further leveraging digital technology.)**

The Service's Connected Officer pilot program provided 22 frontline members with mobile devices which used a series of secure applications to provide live access to police databases. This allowed the members to perform work functions while remaining in the field instead of returning to a vehicle or district station to complete the task. Notes were enhanced in quality as they were now digital and some narratives could be eliminated which saved time in the long run when reviewing the material at a later date. The WPS received \$375,000 from the Province of Manitoba to fund the next phase for one year. These funds will provide 150 officers with mobile access to police information and databases, digital notes, and evidence capture capabilities.

**Family Support and Resource Advocate**

In support of the Service's commitment to the families of missing and murdered Indigenous women and girls, a family support and resource advocate was hired in 2022. The advocate answers questions; coordinates access to appropriate agencies, justice partners and services; and connects families to culturally-safe resources in the community that may assist them in their healing journey.

**Manitoba Integrated Violent Offender Apprehension Unit**

In 2023, the new Manitoba Integrated Violent Offender Apprehension Unit (MIVOAU) launched. MIVOAU is a collaborative effort of the Winnipeg Police Service (WPS) and RCMP D Division that is focused on individuals who are responsible for committing violent and serious offences. This integrated unit will identify, locate and apprehend violent offenders in Manitoba. MIVOAU will also be deployed to assist investigative units from the RCMP and WPS.<sup>7</sup>

**Gender Based Violence**

As part of its whole-of-government approach to address gender-based violence, the Manitoba government is providing \$600,000 from the Indigenous Reconciliation Initiatives Fund to Ma Mawi Wi Chi Itata to support two projects that will work to help break the cycle of violence.<sup>8</sup>

**Family Violence**

In March 2023, the Manitoba government announced that it would be investing \$2 million as part of a new funding model for women's resource centres across the province to support family violence prevention programs (FVPP).<sup>9</sup>

**Downtown Safety Partnership**

In March 2023, the Provincial Government announced that it would be providing \$3.6 million from the 2023 budget for the Downtown Community Safety Partnership (DCSP) to continue being a proactive and visible presence in downtown Winnipeg. The DCSP was established in April 2020 by the Manitoba Government, City of Winnipeg, Downtown Winnipeg BIZ, Winnipeg Fire Paramedic Service, Winnipeg Police Service and True North Sports + Entertainment. DCSP is committed to being a proactive downtown presence providing outreach, prevention and long-term solutions, delivering a continuum of care to provide significant change for individuals in the downtown community.<sup>10</sup>

On March 20, 2023, the Manitoba Government announced an investment of \$2.1 million to fund dedicated police resources to establish a Manitoba Integrated Missing Persons Response in an attempt to reduce the number of missing adults and children across the province of Manitoba and co-ordinate supports across agencies to those that are chronic missing persons.<sup>11</sup>

On July 18, 2023, the Manitoba government announced that it would be increasing its investment in dedicated police resources for the Manitoba Integrated Missing Persons Response with a \$5.2-million commitment.<sup>12</sup>

On July 6, 2023, the Manitoba Government announced a significant investment of \$10 million to Making Downtown Winnipeg Streets Safer. In collaboration with the Downtown Community Safety Partnership (DCSP), the Service will be exploring enhanced use of technology to improve response to safety issues in the downtown.<sup>13</sup>

On July 20, 2023, the Manitoba government announced that it would be investing \$5.2 million for a state-of-the-art Crime Gun Lab supporting firearm-related criminal investigations throughout Manitoba which is to address the ongoing threat of firearm-related violence in the province.<sup>14</sup>



## Population Trends

The rate of population growth for the Winnipeg Metro area has declined since 2013 as shown in the table below.<sup>15</sup>

WINNIPEG - Historical Population Data		
Year	Population	Growth Rate
2023	841,000	0.96%
2022	833,000	0.97%
2021	825,000	0.98%
2020	817,000	1.11%
2019	808,000	1.00%
2018	800,000	1.27%
2017	790,000	1.28%
2016	780,000	1.30%
2015	770,000	1.32%
2014	760,000	1.33%
2013	750,000	1.21%

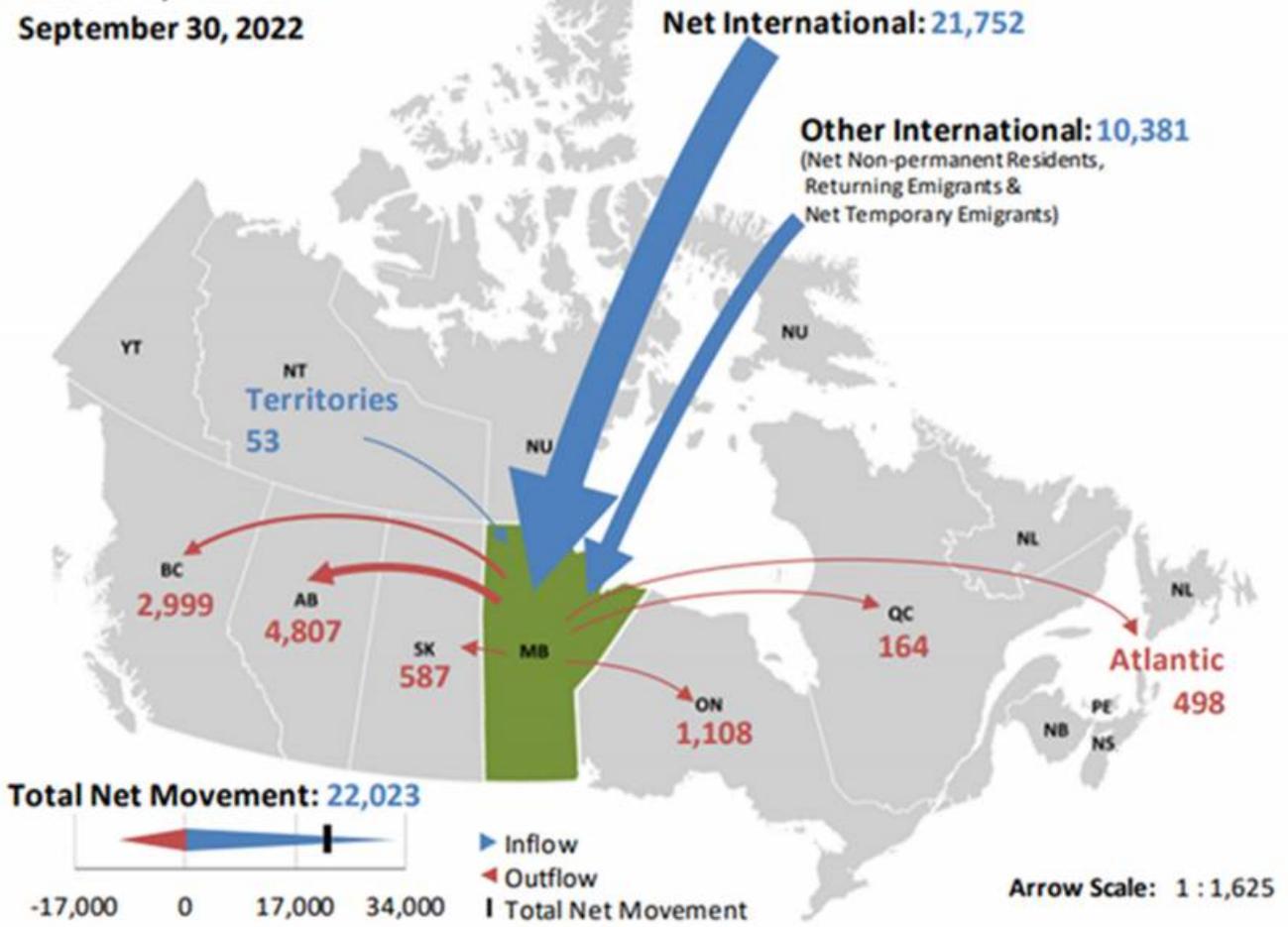
The Manitoba Provincial Nominee program (MPNP) being the first of its kind in Canada, became a permanent immigration program in 1998 and has been a success story in terms of immigration for the Province and the City of Winnipeg. Over 90 per cent of provincial nominees get a job in their first year. The province's retention rate is high with almost 90 per cent choosing to stay in the province.<sup>16</sup> In February 2023, the MPNP issued letters to apply to the program to the latest round of candidates in an expression of interest (EOI) draw with a specific focus on addressing labour market gaps in Manitoba. The two EOI draws consist of a targeted draw and the regular score-based draw. The targeted EOI draw is a result of the Immigration Advisory Council's recommendation to give priority to industry sectors and occupations identified as being in greatest need of skilled labour based on federal and provincial data as well as input from the business community.

The targeted EOI draw will focus on candidates who are already working for Manitoba employers in occupations with the largest anticipated labour shortages based on the Workplace Education Manitoba's Labour Market Information Program Annual Report 2022.<sup>17</sup>

### *Immigration into Manitoba and migration to other provinces*

Although Manitoba's twelve-month (October 1, 2021 – September 20, 2022) immigration levels are the highest on record, population growth is hampered by the net interprovincial outflows not seen since 1979-1980.

October 1, 2021 to  
September 30, 2022



Note: Arrows are scaled, on a per chart basis, to reflect the relative net migration between Manitoba and other jurisdictions.<sup>18</sup>

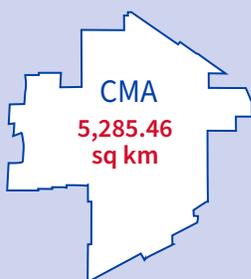
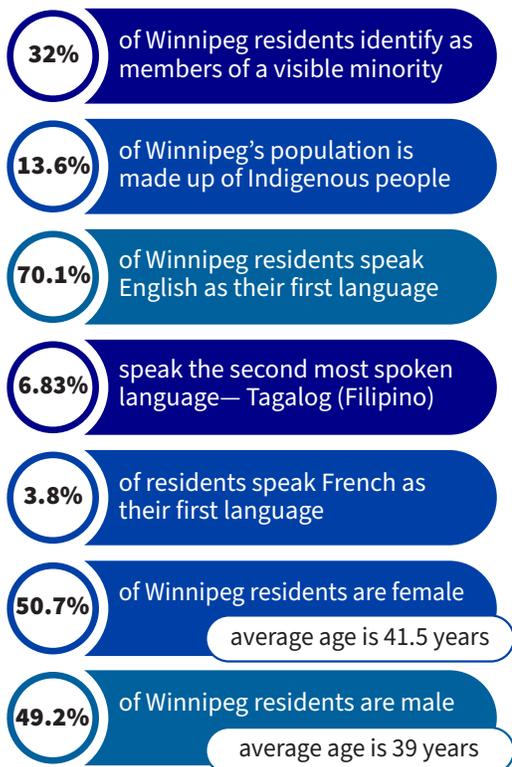
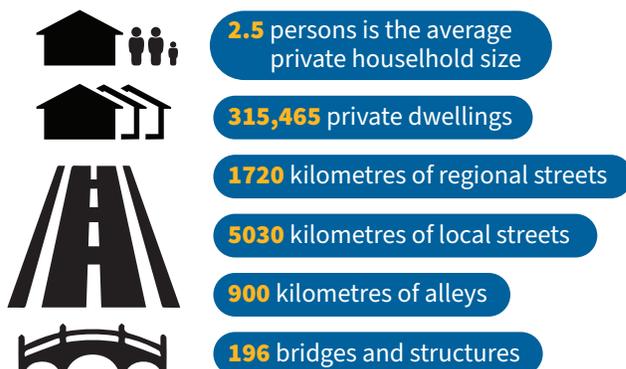
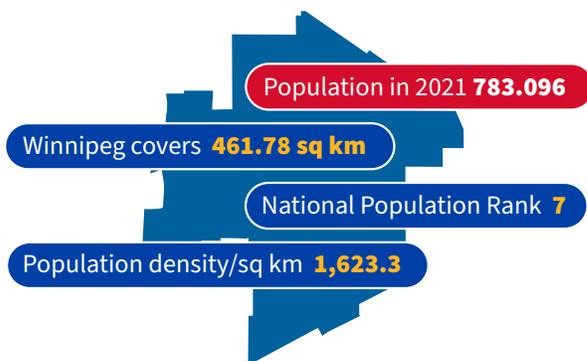


# WINNIPEG

## FAST FACTS POPULATION TRENDS 2023

Population growth and the construction of new neighbourhoods affect the size of the city that police serve and has a significant impact on Winnipeg's policing needs.

This section provides a general overview of Winnipeg's population and demographics.



### THE CENSUS METROPOLITAN AREA (CMA) OF WINNIPEG

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.

**CMA Population in 2021: 834,678**

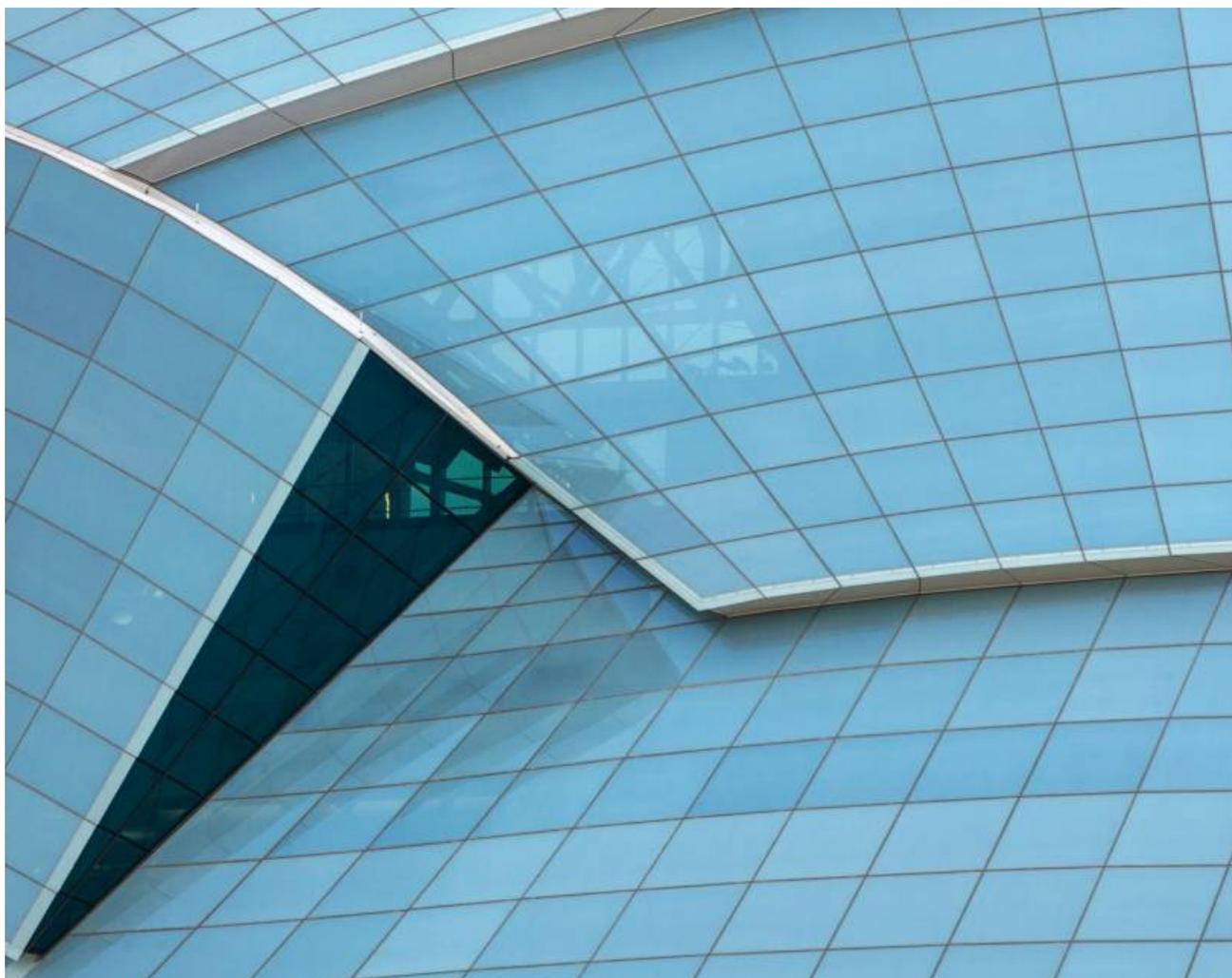


## Economic Trends

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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. Social and cultural factors that are unique to Winnipeg are briefly highlighted above. Though poverty, homelessness and public safety are critical barriers to full participation in community building, the City has undertaken several initiatives aimed at reducing these barriers. Police are only one part of the web of safety that supports the most vulnerable residents.

The cost of policing is the subject of considerable research. It is largely felt that it is not sustainable in its present form. It forms the largest part of most municipal budgets and there are different results based on each city's unique environment. Municipalities must provide police services. The bulk of costs are for personnel. Less funding means less personnel as infrastructure costs (i.e., buildings, capital expenditures related to equipment) are primarily fixed and partly dictated by the shape of the law and what may or may not be required of a police service.



# Community Health

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## Manitoba Government Investments into Health Care

- \$6.6 million to begin an Innovative Car-T cancer therapy program at CancerCare Manitoba to offer new care options for people with specific cancers that have not responded well to more conventional treatments.<sup>19</sup>
- Manitoba Health's Diagnostic and Surgical Recovery Task Force has launched a new process for individuals currently waiting for diagnostic sleep testing to find out if they are eligible for an in-home alternative. More than 8,000 Manitobans are currently waiting for sleep tests, which were previously only available by attending a sleep lab in person.<sup>20</sup>
- \$12.6-million grant program that will assist eligible older Manitobans experiencing hearing loss to cover the expense of testing, fitting and purchasing new hearing aids.<sup>21</sup>

## Mental Health

- Launch of a five-year action plan to address and improve mental health and substance supports. Results of the pre-consultation survey on mental health, wellness and recovery can be found at the link: [https://gov.mb.ca/asset\\_library/en/proactive/20212023/what-we-heard-mental-health-pre-consultation.pdf](https://gov.mb.ca/asset_library/en/proactive/20212023/what-we-heard-mental-health-pre-consultation.pdf)

## Addiction

Addiction continues to be a threat to health and safety in our community. Alcohol remains the number one abused drug across Canada and throughout North America. Government services to support people suffering from addiction are being improved and augmented. There is still a need for police involvement in terms of interrupting supply and distribution but addressing the health harms of addiction is largely outside the control of policing services.<sup>22</sup>

There are community resources available for substance use and addictions. Information can be found at: <http://www.cpsm.mb.ca/assets/Opioid%20Standard/Substance%20Use%20%20Addictions%20%20Community%20Resources.pdf>

## Overdose and Drug Related Harms

In December 2022, the Province of Manitoba through Manitoba Mental Health and Community Wellness, introduced data on substance related harms. The data is available at <https://manitoba.ca/mh/srh-public-report.html> and <https://manitoba.ca/mh/srh-epi-summary.html> and is to be updated quarterly.

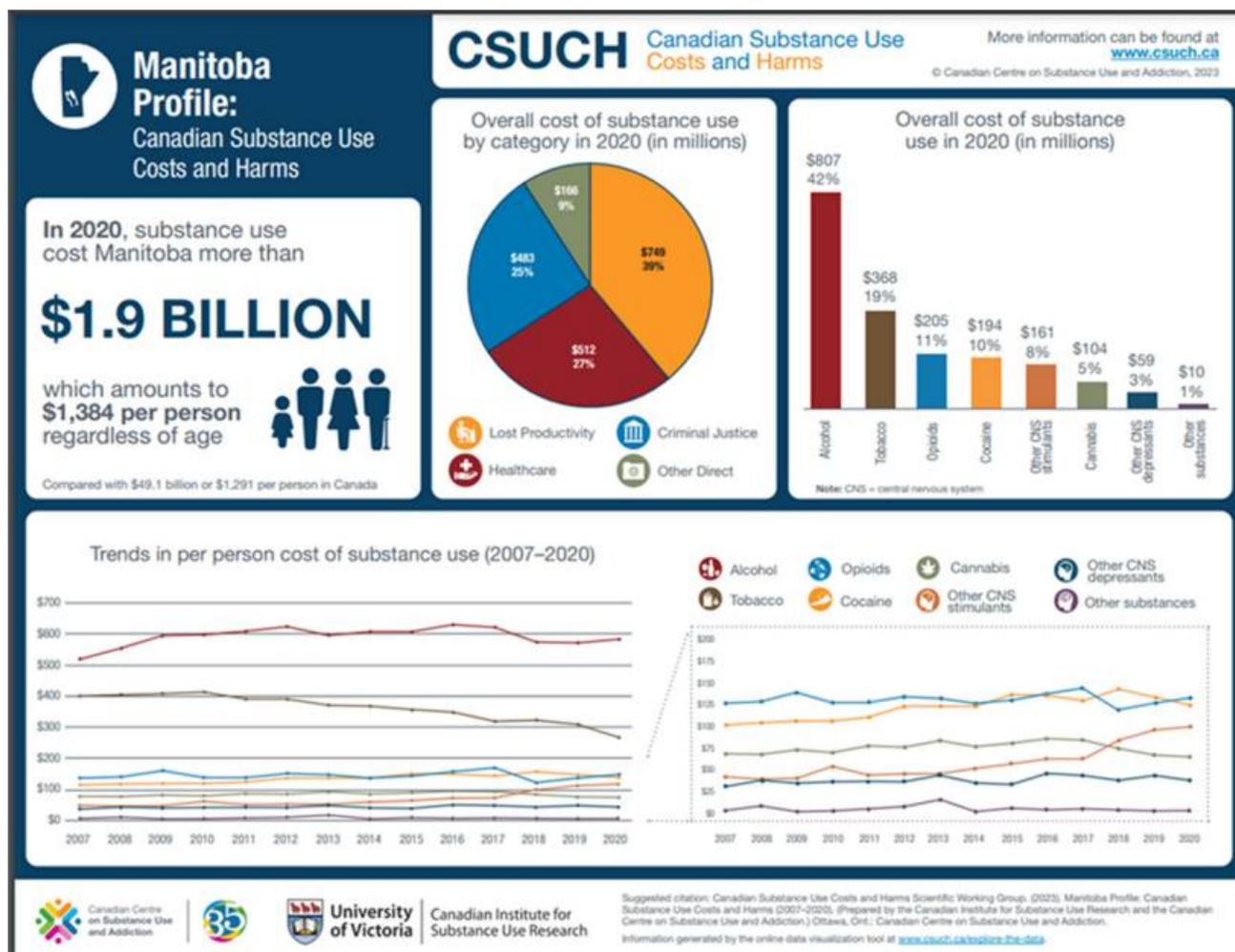
Manitoba Health also released new data about the use of naloxone, a life-saving medication that is used to reverse an overdose from opioids such as heroin, fentanyl and prescription opioid medications. That information can be found at <https://gov.mb.ca/health/publichealth/surveillance/naloxone/index.html> and that data is to be updated quarterly.

Manitoba Health continues to provide free take home naloxone kits to people at risk of opioid overdose, as well as friends or family members through its take-home naloxone program. To assist in locating where those kits are available, there is an interactive map on line. <https://gov.mb.ca/health/publichealth/naloxone-finder.html>

As a way to honour Bruce Oake, a non-profit residential 50-bed treatment centre opened its doors in May 2021. Its purpose is to help men seeking recovery from drug addiction. In July 2022, the centre celebrated its 1st year of supporting men in addressing their substance use disorders graduating 92 men graduating who continue to receive support.<sup>23</sup>

In March 2023, the Canadian Centre on Substance Use and Addiction (CCSA) and the University of Victoria's Canadian Institute for Substance Use Research (CISUR) released the third (and most current) update that presents the costs and harms of substance use in Canada, the Canadian Substance Use Costs and Harms report (2007-2020). This update features 14 years of data, including new data for 2018-2020 as well as method enhancements for many types of costs and harms.<sup>24</sup>

Manitoba cost and harms are provided in the graphic below:



## Safe Injection Sites and Supervised Consumption Sites

### “What’s the difference between an SCS and an OPS?”<sup>25</sup>

Supervised consumption sites (SCS) and overdose prevention sites (OPS) share many features, but they are distinct, both legally and practically.

SCS are facilities that have been exempted by Health Canada under section 56.1 of the Controlled Drugs and Substances Act. Inside an SCS, people can use their own illicit drugs (and staff can witness them) without being prosecuted for drug possession. In addition to witnessed injection and emergency overdose response, SCS typically offer a range of other support services to clients, including referrals to treatment programs and access to housing supports. Procedurally, establishing a SCS is laborious and time-consuming: It can take several years to get an approval, since the exemption application must include information about the site’s policies and procedures, personnel, financial plan, local conditions, and community consultation. Though SCS afford a degree of stability and longevity, operators must still apply to extend an exemption periodically (usually annually).

OPS were established as a community-based response to overdose deaths and the sluggish bureaucracy associated with SCS applications. OPS tend to be peer-run, barer-bones facilities (sometimes consisting of a tent in a public park) where people can use their own illicit drugs, access sterile harm reduction equipment, and receive emergency overdose response as needed. Many people prefer OPS to SCS, and OPS fill a critical gap in the spectrum of harm reduction: OPS are lower-barrier than SCS and offer the expertise and direct experience of experiential “peer” workers. Oftentimes, they allow modes of consumption that are prohibited in most SCS, such as drug inhalation. Unlike SCS, OPS do not require an exemption from Health Canada. They began as “pop up” sites led by people who use drugs. Now in BC, they usually run via an Order from the Minister of Health, which requires Emergency Health Services and the Health Authorities to ensure OPS are available throughout the Province. However, in some other Provinces (i.e. Ontario), OPS run via a temporary, Province-wide exemption from the federal government. OPS are nimble and can be set up quickly to respond to the immediate needs of people who use drugs. Despite the huge success of OPS in saving lives (and the existence of a Ministerial Order), many municipalities and Health Authorities have failed in their responsibilities and remain hostile to folks who courageously set up OPS in their communities.”<sup>26</sup>

“**Canadian**<sup>27</sup> and **international**<sup>28</sup> evidence indicates that supervised consumption services help to save lives, connect people to social services and serve as pathways to treatment.

The City of Winnipeg Poverty Reduction Strategy approved by Winnipeg City Council included a goal to support the establishment of safe injection sites in Winnipeg either by the Winnipeg Regional Health Authority, community-based health organizations, and/or other partners (and) remove any municipal barriers by spring 2023.<sup>29</sup>

In November 2022, the Province of Manitoba Government at that time announced that it would not be supporting safe consumption sites and instead would be promoting recovery-oriented systems of care, including treatment spaces and the Rapid Access to Addictions Medicine (RAAM) clinics.<sup>30</sup>

*With the change in Government in the Provincial election held in Manitoba in October 2023, the newly appointed Minister of Housing Addictions and Homelessness and Minister of Mental Health was provided with a mandate letter that outlines a goal to establish a supervised consumption site in downtown Winnipeg to save lives and connect Manitobans with health care and social supports and to work with experts to create systems for testing toxic drugs to help save lives.<sup>31</sup>*

## Policing

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In August 2022<sup>32</sup>, the Manitoba government provided \$46,000 through the Criminal Property Forfeiture Fund to the Winnipeg Police Service's Community Relations Division to rebrand and revitalize the Neighbourhood Watch Program. The funding will allow the police to provide tools to increase community awareness, best crime reporting practices, and offer crime deterrent strategies. The program was relaunched in April 2023. The Neighbourhood Watch Program is free and open to all residents of Winnipeg. More information is available on the WPS Crime Prevention webpage. <https://www.winnipeg.ca/police/crime-prevention>

The Manitoba Government also provided \$110,000 in annual, on-going funding to support the Manitoba Citizens on Patrol Program. (COPP)

### **Current Issues in Policing**<sup>33</sup>

Relationship building continues to underpin many of the issues surrounding policing in the community. Indigenous groups and newcomers continue to express the desire to improve relationships in order to better build a resilient and vibrant community for all. Feelings of safety in these communities are challenged by systemic racism, social and health divisions related to poverty, cultural barriers and limited availability of health and safety supports. In an effort to continue the positive work being done in these parts of the community a new Superintendent of Community Engagement has been appointed. The work of connecting with community members to provide a better mutual understanding of how to build safety is critical.

There continues to be social and economic challenges in the Winnipeg environment that are part of the business of policing. Public continue to require a high degree of accountability of the police service and reporting on critical events or incidents that involve public safety is more important than ever. It is difficult to stress the importance of communication in the process of building and maintaining public confidence in public safety services. Policing has been at the heart of much public criticism of the criminal justice system. There is often poor understanding of the connection between the many other elements of the system that come into play including prosecution services, judicial processes and correctional responses. Support for public safety institutions has experienced a decline in recent years internationally as has confidence in many other institutions (i.e. media, health, science, political processes etc).

Recruitment and retention of both sworn and civilian members is an area of focus in an effort to maintain high standards of professionalism in the Service. The province has made some changes to the *Police Services Act* to enhance accountability mechanisms that include the Law Enforcement Review Agency and the Independent Investigation Unit. Further amendments including the establishment of provincial regulations and standards for policing are still in progress.

Embracing and expanding the use of technology is another key challenge as basic infrastructure and future maintenance contracts become costlier while criminal infrastructure and technology simultaneously becomes more and more advanced (i.e. 3D printing of firearm components, online fraud, luring and exploitation of minors etc).

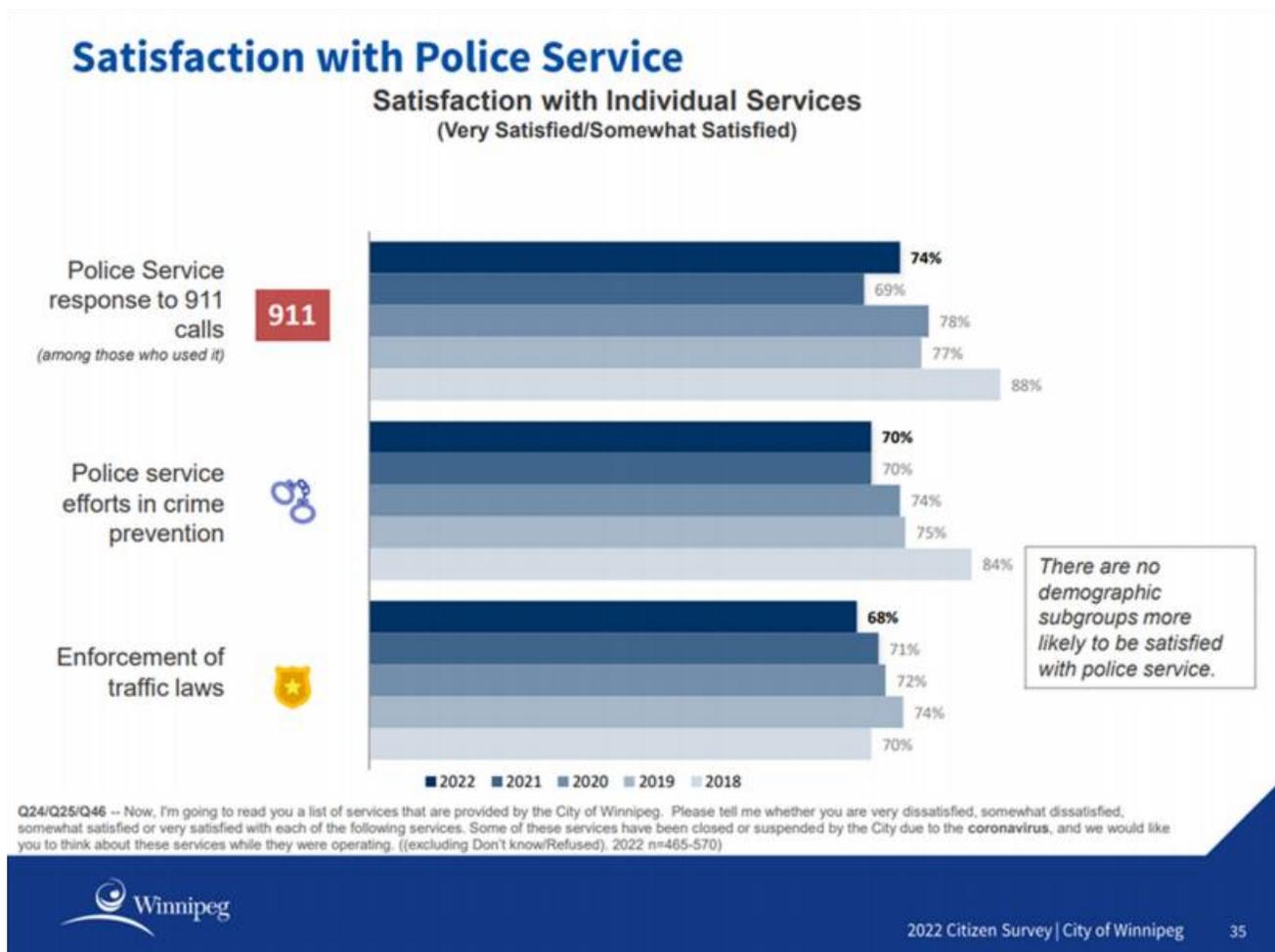
The concept of using data in law enforcement is not a new one, but ongoing advancements in technology can help this strategy become more viable for police departments. Trends can be identified permitting targeted deployment of resources and perhaps more effective crime prevention.

External events also play a part in emergent issues. The world has seen some major changes in economies, health policies and the shifting nature of social justice activism. Some of the current discourse continues to centre around effectiveness of police and disproportionate distribution of municipal resources. The majority of residents surveyed in 2022 reported satisfaction with current service but there is still a large amount of public messaging that is hyper critical of policing and its funding.

Leger, a market research and analytics company completed a survey in October 2023, asking Canadians and Americans about their trust levels towards various institutions. One highlight within the results of the survey indicated that police are the most trusted institution in both Canada (73%) and the U.S. (59%). The full report can be viewed at: <https://leger360.com/surveys/institutional-confidence-canadians-and-americans-perspectives/>

### Satisfaction with Winnipeg Police Service

The City of Winnipeg Citizen Satisfaction Survey conducted by Prairie Research Associates (PRA) in 2022, provides the following data on how satisfied the citizens that were surveyed were on police response to 911 calls, efforts in crime prevention and enforcement of traffic laws. The report can be viewed at <https://legacy.winnipeg.ca/cao/pdfs/2022CitizenSurvey.pdf>.





# POLICING IN WINNIPEG



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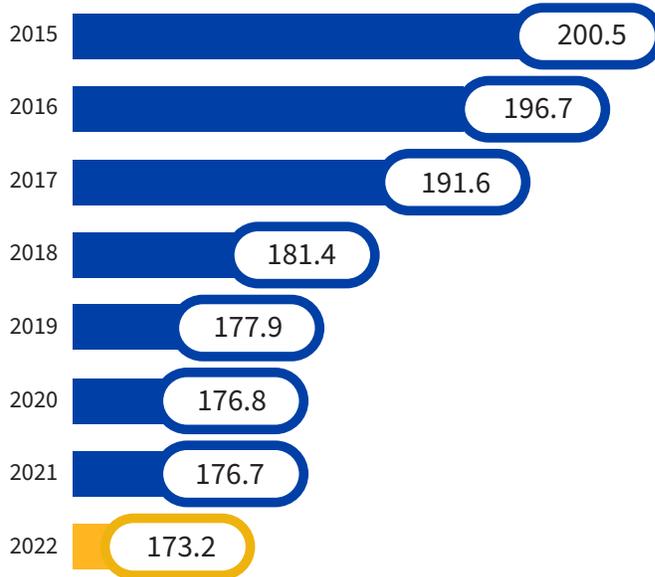
Residents per Police Officer

The officer to population ratio has been shrinking since 2012.

**783,096**

2022 Population

## COP TO POP RATIO (2022 YEAR END DATA)



## CRIME RATES

	2022	2021
Violent Crime	1,717.4	1,323
Property Crime	6712.7	3,044
Other Crimes	637.7	1,008
Traffic Offences	78.8	311.4
CDSA* Crime	52.6	161.6
Federal Offenses	2.6	46.1
Total Crime Rate	9,201.8	5,375

\*Controlled Drugs and Substance Act

## CALLS FOR SERVICE (2022 DATA)



Dispatched Calls for Service  
**234,212**



Citizen Generated Events  
**153,756**



Police Initiated Events  
**80,456**



Total Calls to Comms Centre  
**712,078**

increase of 6.1% over 2021

## Winnipeg Police Service

As provided by the information in the Service's 2022 Annual Statistical Report, the City of Winnipeg is served by 1,356 dedicated police officers and 561 civilian members which includes the cadets. The Police Complement identifies as 12.6% Indigenous, 8.6 % Racialized Peoples, 16.3 % Women. Civilians and Cadets identify as 11.6 % Indigenous, 12.4% Racialized Peoples and 54.3% Women. The Service has 456 Multilingual Members and 40 Languages are spoken. The rate of officers to 100,000 population is 173.2. The rate of residents per police officer is 577.1. Total calls for assistance to the 911 Communications Centre was 712,078 and of those 234,212 were police dispatched events.<sup>34</sup>

## Legislative & Policy Trends

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New legislation, policy, funding and precedent-setting court decisions can all affect how police services are delivered in Winnipeg.

The following are some of those contemplated and newly enacted legislation:

- **The Police Services Act - Manitoba**  
The Province introduced amendments, in March 2022, to *The Police Services Act* that would establish a criminal intelligence centre and provincial policing standards and codes of conduct. Amendments include an extension on the filing time under the Law Enforcement Review Act.
- **The Police Services Amendment Act - Manitoba**  
The Manitoba government in March 2023, introduced the Police Services Amendment Act, that would create a new, layered public safety model to expand the scope and authority of community safety officers to enforce provincial statutes and bylaws, and to respond to a range of lower-risk incidents that do not require investigative or tactical interventions, freeing up police to respond to violent and complex crime.
- **Manitoba Prosecution Service (MPS)**  
The Province in February 2023 announced that it is dedicating new resources and funding to increase MPS's capacity to address violent crime related to serious illegal firearms offences and organized crime. More than \$1.4 million is being allocated to MPS to fund 10 new positions, which will increase capacity to address firearms trafficking, manufacturing and related violent crime in Manitoba.
- **Manitoba Legislative Security Act**  
A bill to amend the Act came into effect in 2022 establishing a chief legislative security officer who is responsible for leading security operations in the legislative precinct. Legislative security officers are authorized to provide security services outside the legislative precinct to members of the Legislative Assembly and government officials. Specified activities in the legislative precinct may be prohibited by regulation. Persons who engage in prohibited activities may be fined and evicted from the legislative precinct.
- **Manitoba Legislative Security Act**  
In March 2023, a further amendment has received 1<sup>st</sup> reading to expand the definition of "legislative precinct" to include a portion of Memorial Park with the area bounded by Broadway, Kennedy Street, Assiniboine Avenue and Osborne Street North; and the area bounded by Broadway, Osborne Street North, York Avenue and Memorial Boulevard.

- **An Act to amend the Criminal Code and the Controlled Drugs and Substances Act (Former Bill C-5)**

The amendment came into force on November 17, 2022 repealing the mandatory minimum penalties for all drug offences under the Controlled Drug and Substances Act (CDSA) and requires police and prosecutors to consider diversion for simple drug possession offences. The amendment also requires that past and future convictions for simple drug possession to be sequestered apart after a certain period of time

- **Manitoba Government investing in Enhanced Bail, Community Supervision and Electronic Monitoring programs<sup>35</sup>**

The Manitoba government announced on May 1, 2023 that it will enhance programs for supervision and services to support bail and community-based sentences, while also launching a new electronic monitoring program for high-risk offenders released to the community.

### **The Highway Traffic Act – Photo Enforcement Review**

Provincial Legislation allowing photo enforcement came into effect in 2002, and Winnipeg introduced its first cameras the following year. Currently, it is the only municipality in Manitoba that uses photo enforcement. In 2019, the provincial government committed to conducting a review of the current automated enforcement policy, legislation and program frameworks. The review was paused due to the pandemic and had not been reinitiated to date. In December 2022, a spokesperson for the province was quoted in the media saying “The province “is currently exploring options for the use of photo enforcement in Manitoba, including monitoring other jurisdictions’ programs for future consideration.”<sup>36</sup>

### **Decriminalization of Small Amounts of Drugs**

In July of 2020, the Canadian Association of Chiefs of Police called upon federal lawmakers to decriminalize the possession of small amounts of illegal drugs for personal consumption. The Association recommended a health-care approach that would divert people from the criminal justice system and replace the current enforcement-based approach for possession in Canada. Similarly, the Manitoba Association of Chief of Police supported and recommended decriminalization for simple possession of illicit drugs; enforcement resources and strategies target importation, production and distribution of illegal drugs; and the adoption of a health-based diversionary approach be considered.<sup>37</sup>

Several Canadian municipalities have sought an exemption and requested to be included in a federal pilot project to determine if this approach is effective in reducing fatal overdoses. Winnipeg City Council did not approve a motion to be included in such a pilot.

Health Canada granted an exemption from the Controlled Drugs and Substances Act to the Province of British Columbia from January 31, 2023 until January 31, 2026. Therefore, adults in British Columbia are not subject to criminal charges for the personal possession of small amounts of certain illegal drugs.<sup>38</sup>

Even though the purpose of the exemption is to reduce the stigma associated with substance use and support people in accessing important health and social services, recent data from the British Columbia Center for Disease Control highlighted that overdoses are the primary cause of death for those aged 10 to 59 in British Columbia.<sup>39</sup>

There have been significant issues with the decriminalization and new legislation is being introduced to create clear rules regarding public drug use.<sup>40</sup>

### **Manitoba Integrated Missing Persons Response**

In March 2023, the Province of Manitoba announced \$2.1 million in police funding to establish an integrated missing persons response. Winnipeg police will oversee all missing persons reports in Manitoba as part of a new hub that aims to help more quickly find people who disappear and provide supports for agencies working with those who chronically go missing.

## **Reports and Inquiries of Interest**

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### **Turning the Tide Together the final report of the Commission on the April 2020 Mass Casualty, was released in Truro, Nova Scotia on March 30, 2023.**

Recommendations, main findings, and lessons learned are found within the seven volumes of the report. The executive summary provides a condensed overview of the final report. <https://masscasualtycommission.ca/files/documents/Turning-the-Tide-Together-Executive-Summary.pdf>

### **Report of the Public Inquiry into the 2022 Public Order Emergency**

This was the first time a Public Order Emergency had been declared pursuant to the Emergencies Act and the first inquiry held pursuant to the Act. (*The bill received royal assent on July 21, 1988, replacing the War Measures Act.*) <https://publicorderemergencycommission.ca/files/documents/Final-Report/Vol-4-Report-of-the-Public-Inquiry-into-the-2022-Public-Order-Emergency.pdf>

### **Systemic Racism in Policing in Canada – Report of the Standing Committee on Public Safety and National Security June 2021<sup>41</sup> (6th Report)**

Provided that “a transformative national effort is required to ensure that all Indigenous, Black and other racialized people in Canada are not subject to the discrimination and injustice that is inherent in the system as it exists today.” The report contains recommendations for consideration by the Government. <https://www.ourcommons.ca/Content/Committee/432/SECU/Reports/RP11434998/securp06/securp06-e.pdf>

### **Police-Reported Indigenous and Racialized Identity Statistics via the Uniform Crime Reporting Survey – Report and Draft Recommendations**

Statistics Canada and the Canadian Association of Chiefs of Police (CACP) proposed an initiative to collect data on the Indigenous and racialized identity of all victims and accused persons reported through the Uniform Crime Reporting (UCR) Survey. <https://www.statcan.gc.ca/sites/default/files/consulting-canadians-ucrs-report.pdf>

### **2021 Corrections and Conditional Release Statistical Overview (CCRSO)**

The purpose of the CCRSO is to assist the public in understanding statistical information on corrections and conditional release. <https://www.publicsafety.gc.ca/cnt/rsracs/pblctns/ccrso-2021/ccrso-2021-en.pdf>

### **Winnipeg Newcomer Welcome and Inclusion Policy**

Framework and implementation plan for the City to better serve the needs of newcomers <https://clkapps.winnipeg.ca/DMIS/ViewDoc.asp?DocId=19480&SectionId=556654&InitUrl=>

## *Independent Reports*

1. Poverty, The Pandemic and The Province: Manitoba Child And Family Poverty, February 2023
2. Winnipeg Street Census 2022
3. Manitoba: Missed Opportunities, Manitoba Child and Family Poverty – December 2021
4. Winnipeg Newcomer Settlement Strategy Report 2021 – 2025
5. The Right to Be Heard – A special report on the Manitoba Advocate for Children and Youth
6. Winnipeg’s Pandemic Response Supporting Persons at Risk or Experiencing Homelessness
7. Sharing the Journey of Coordinated Access in Winnipeg
8. End Homelessness Winnipeg - Kikininaw Oma: A strategy to support unsheltered Winnipeggers<sup>42</sup>
9. End Homelessness Winnipeg- 2021 Interim Street Census Community Report<sup>43</sup>
10. Manitoba: Poverty Central – an update to Broken Promise Stolen Futures<sup>44</sup>
11. Police Generated Evidence in Bail Hearings: Generating Criminality and Mass Pretrial Incarceration in Canada

## **Police Oversight**

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The Law Enforcement Review Agency (LERA) is a provincial body that is authorized to investigate public complaints about police conduct. The Independent Investigation Unit (IIU) is a provincial body that investigates serious incidents involving police officers in Manitoba. Both agencies have mandates that empower them to investigate the actions of police officers when warranted. The Board’s oversight role is specifically in regard to strategic goals, allocation of the budget and evaluation of the police chief.

The Province of Manitoba, having undertaken a review of The Police Services Act, introduced amendments to the legislation to address the gaps in the current legislation, such as length of time to submit a complaint under LERA.

## Court Decisions

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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:

- R. v. Oake 2021 MBPC 39 (CanLII)  
Provincial Court of Manitoba — Manitoba  
2021-09-13 | 11 pages  
In this decision a police member in Thompson was held to account for an assault and employment, factors including burn out and trauma were considerations in the sentencing.<sup>45</sup>
- Hudson (Re), 2023 MBPC 20 (CanLII)<sup>46</sup>  
Provincial Court of Manitoba — Manitoba  
2023-04-19 | 15 page  
This is the reason for granting/denying standing in the above noted inquest; several requests framed around systemic over representation of Indigenous people in the criminal justice system.
- M.R. v. Winnipeg Police Association, 2023 CanLII 50576 (MB LB)<sup>47</sup>  
Manitoba Labour Board - Manitoba  
2023-05-03 | 9 pages  
The Labour Board denying a request to find the WPA in breach of its duty to defend the interests of members on COVID 19 policies.

There are cases that include references to systemic racism and police conduct in Canada.

1. Mcdougall (Re), 2016 CanLII 95034 (MB PC), <sup>48</sup>2016/03/17
2. R. v. Morris, 2018 ONSC 5186 (CanLII),<sup>49</sup> 2018/09/11
3. R. v. Odle, 2020 ONSC 3991 (CanLII),<sup>50</sup> 2020/06/26

## Technological Trends

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To keep pace with the everchanging technological trends, police services must adapt to using the tools that are available. The advancement of digital technology is providing an opportunity for police services to realize significant operational efficiencies.

The Service's Connected Officer pilot program provided 22 frontline members with mobile devices which used a series of secure applications to provide live access to police databases.

The current 911 system is mandated for decommission in 2025 by the Canadian Radio-television and Telecommunications Commission (CRTC) and progress toward expanded service provision will continue. The transition to Next Generation 911 (NG911) network, the emergency service provision will enable additional, non-voice information through text, photo, video and audio. The Winnipeg Police Service Communications Centre has been preparing for this transition.

In collaboration with the Downtown Community Safety Partnership, the Winnipeg Police Service is exploring enhanced use of technology to improve the response to safety issues in the downtown Winnipeg, and ensure individuals are connected to the appropriate supports.

Information is shared by the Service via media releases, E-watch, YouTube, Facebook, Instagram, Twitter, and a blog on Substack titled "Tried and True".

## Conclusion

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Factors impacting policing in Winnipeg continue to be challenging. The city continues to grow in both population and urban development with no appreciable increase in resources. The work of police is responsive and dependent on external factors and events. Over the course of 2022/23 funding has been increased in several areas aimed at improving social and health conditions in the City. In the short term there has been an alarming increase in violence and youth crime. The homicide rate remains consistently high (since 2019) and the demand for services continues to escalate. As more technological tools are brought online and the programming aimed at improving public health and safety is implemented there may be an improvement in the efficiency of service delivery. Effective partnerships, data informed decision making and working with the community to improve confidence in policing will continue in 2023.

Feedback on this Report or any comments for the Board can be provided by attending a public Board meeting, electronically by email, in writing by mail, or by contacting the Board by phone. For more information, please visit the Board's website, [www.winnipegpoliceboard.ca](http://www.winnipegpoliceboard.ca)

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