



The Environment for Policing in Winnipeg 2014

Winnipeg Police Board
and the Winnipeg Police Service



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1.0 Purpose of this Document

Winnipeg is a unique and special place that we call home. OurWinnipeg, the municipal development plan that defines a 25 year vision for the city, was created based on extensive input from Winnipeg citizens. The plan recognizes that safe and secure communities are critical to the three components of the plan: A City That Works, A Sustainable City and Quality of Life.

Policing organizations are a key player in creating safe communities, through crime prevention and effective response to social disorder and criminal activity. Across Canada, our society presents new challenges and opportunities for how police services are delivered. Winnipeg is not unique in its challenges, but requires unique solutions to meet its needs. Recently, the Winnipeg Police Board, a civilian oversight body, was created, changing the way policing services are governed.

Within this context, the Winnipeg Police Board and the Winnipeg Police Service are working together to define the long-term vision for policing in Winnipeg. The process will set clear priorities, strategic directions, objectives and expected outcomes, tailored to meet Winnipeg's needs. It will result in an inspirational and practical road map for the future.

This document is intended to summarize what impacts policing in Winnipeg. Combined with other sources of information, it will help citizens to meaningfully join in discussions about the future of policing in Winnipeg. The information has been drawn from current reports and Winnipeg Police Service documents.



2.0 Policing in the 21st Century

- Increasing complexity and time needed in investigations
- Technology changing how crimes are committed and investigated
- Significant policing time responding to incidents involving individuals with mental health and substance abuse issues
- Increasing costs of policing

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

- **Changing laws and procedures are making it more complex and time consuming to conduct proper police investigations.** Individuals accused of a crime now have a constitutional right to full and complete disclosure of the police investigation and the Crown's case based on a Supreme Court of Canada Decision (Stinchcombe, 1991). Also, police must now hand over any records of misconduct and disciplinary action of officers as part of its disclosure of information (McNeil, 2009).
- **Rapidly changing 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 and 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.
- **Significant increase in incidents involving individuals with mental health and addiction issues, missing persons and runaways. Growing need to maintain order at large gatherings, events and protests.** A large percentage of calls for police assistance do not necessarily involve crimes. There are fewer and fewer resources and safe facilities for people with serious mental health and substance abuse issues. Mental health issues have increased 60-70% since 1997. Although not tracked by WPS, the Vancouver Police report 1 out of every 3 calls involve mentally unhealthy individuals. Assuming Canada's police officers are first responders, there are 1.3 million interactions with mental health sufferers each year. This has increased the demand on police to find safe options for these individuals, normally in hospital emergency rooms. Additionally, for a variety of reasons, reports of missing persons have significantly increased, many who may not be truly missing but have run away to family or friends.
- **The cost of policing is growing steadily despite declining reports of crime, raising concerns among politicians, administrators and citizens alike about the ability to sustain policing at the same level in the future.** Regardless of the policing model, providing protection and crime prevention services relies on the skills, abilities and actions of people. In Canada, 80

to 90% of the investment in policing is in salary and benefits. Increasing salaries and benefits, overtime, health services and occupational health and safety costs are challenging governments across Canada.

- **Policing services are one part of a much larger, more complex justice system.** Policing in the 21st century cannot be discussed without consideration of 'criminalization'. Criminalization is defined as 'the process by which behaviours and individuals are transformed into crime and 'criminals'. Simplistically, politicians and government develop laws, the judiciary interprets the law and police enforce it. Some would argue that police officers have the discretion of how 'vigorously' to enforce the law. However, more importantly, the choices and decisions made about what actions and behaviors are considered crimes, affects both the policing and corrections system.

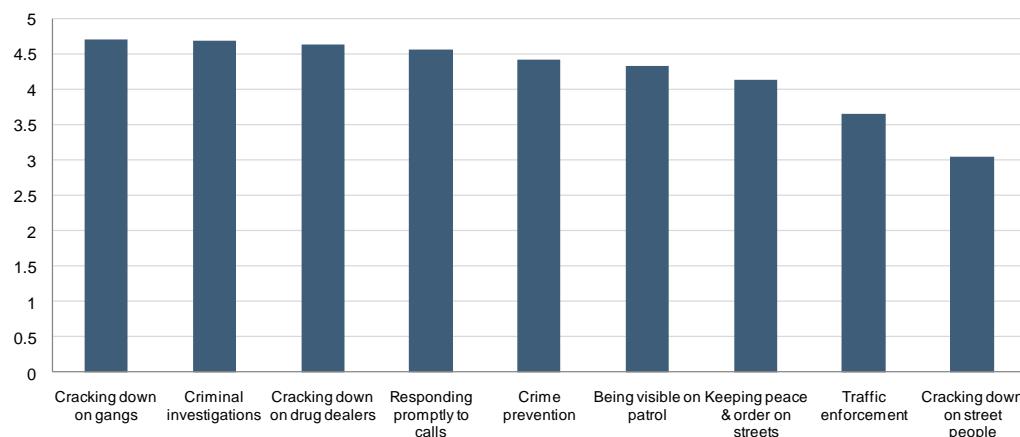
3.0 Citizen Needs and Expectations

It is important that the City of Winnipeg's vision and roadmap for policing is based on the unique needs of the community and expectations of its citizens.

The following charts show the most recent results of a statistically valid survey conducted every two years by the Winnipeg Police Service. These represent the consolidated results of responses of a random sample of citizens. Needs and expectations may differ greatly between communities in the city. This is one of the reasons why the Winnipeg Police Board and Winnipeg Police Service want to engage at the community level.

Importance of Police Activities

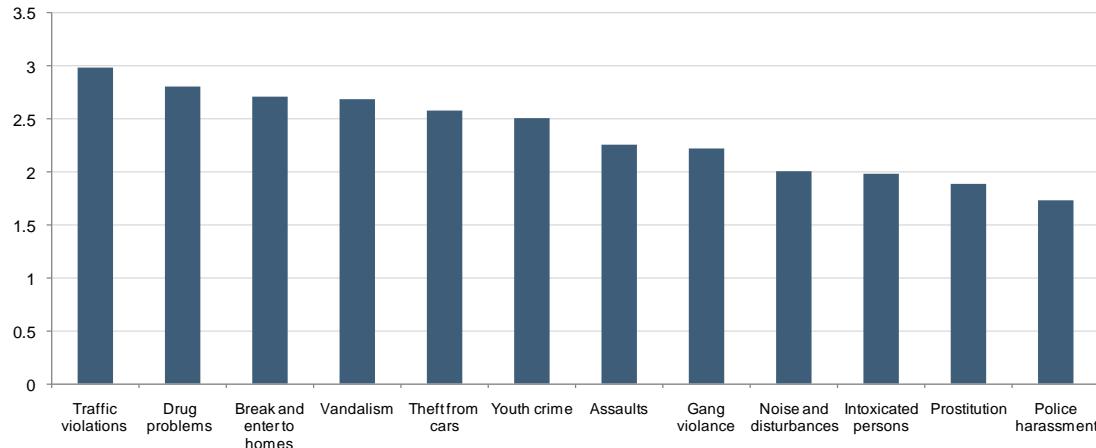
- **Question:** Please rate the importance of the following police activities on a scale from 1 (not very important) to 5 (extremely important)



Source: WPS Survey 2013

Seriousness of Problems

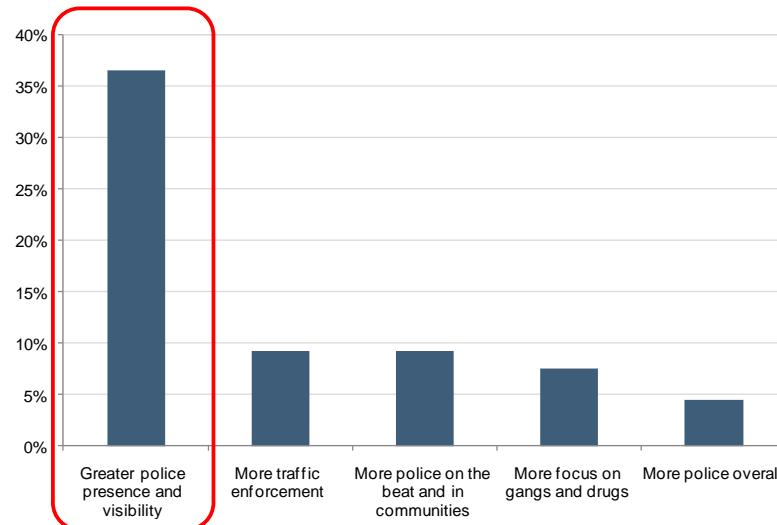
- **Question:** Please rate the seriousness of the following problems as they pertain to your neighborhood on a scale of 1 (not very serious) to 5 (extremely serious)



Source: WPS Survey 2013

Desired Improvements

- **Question:** What improvements would you like to see made in regards to policing in your community?



Source: WPS Survey 2013

4.0 Philosophies and Models of Policing

Policing organizations across the world are always looking for better ways to deal with challenges and have more long-lasting impact. There are several approaches to policing, based on philosophies, values and beliefs, about how to best keep communities and people safe and secure. Problem-oriented policing requires the pro-active identification of problems by front-line officers and the use of tactics that will target the root causes of crime. Zero tolerance policing¹ refers to a variety of concepts or practices such as strict, non-discretionary, law enforcement, a focus on apprehending all offenders and harsh penalties for all convictions. Total geographic policing² is “a spatially specific, proactive, decentralized approach, designed to reduce crime, disorder and fear of crime, by intensively involving the same officer in the same community on a long-term basis so that citizens develop trust and cooperate with police officers. Intelligence-led policing³ is a collaborative approach based on using improved intelligence and the assessment and management of risk in community-oriented policing and problem solving. Neighbourhood policing is the dedication of patrol officers and community support to work closely with partner agencies and the general public to solve the problems of crime and disorder in local communities.

Most models reflect a ‘community policing’ approach. *Community policing involves using community partnerships and problem solving techniques to proactively address public safety issues such as crime, disorder and fear of crime.*

Common to these models is the belief that:

- Community safety is a shared responsibility
- Police should work closely with citizens to foster public trust
- Police are not the only ones responsible for crime control
- The goal is to solve problems and prevent crime before it occurs

- Collaborative partnerships
- Crime prevention
- Problem solving
- Reducing the fear of crime
- Community mobilization

¹ Zero Tolerance Policing – Jayne Marshall

² The Geographic Policing Model: A Contemporary Approach to Spatial Accountability in a North Texas Police Department, Joseph P. Rodriguez 111 O. Elmer Polk

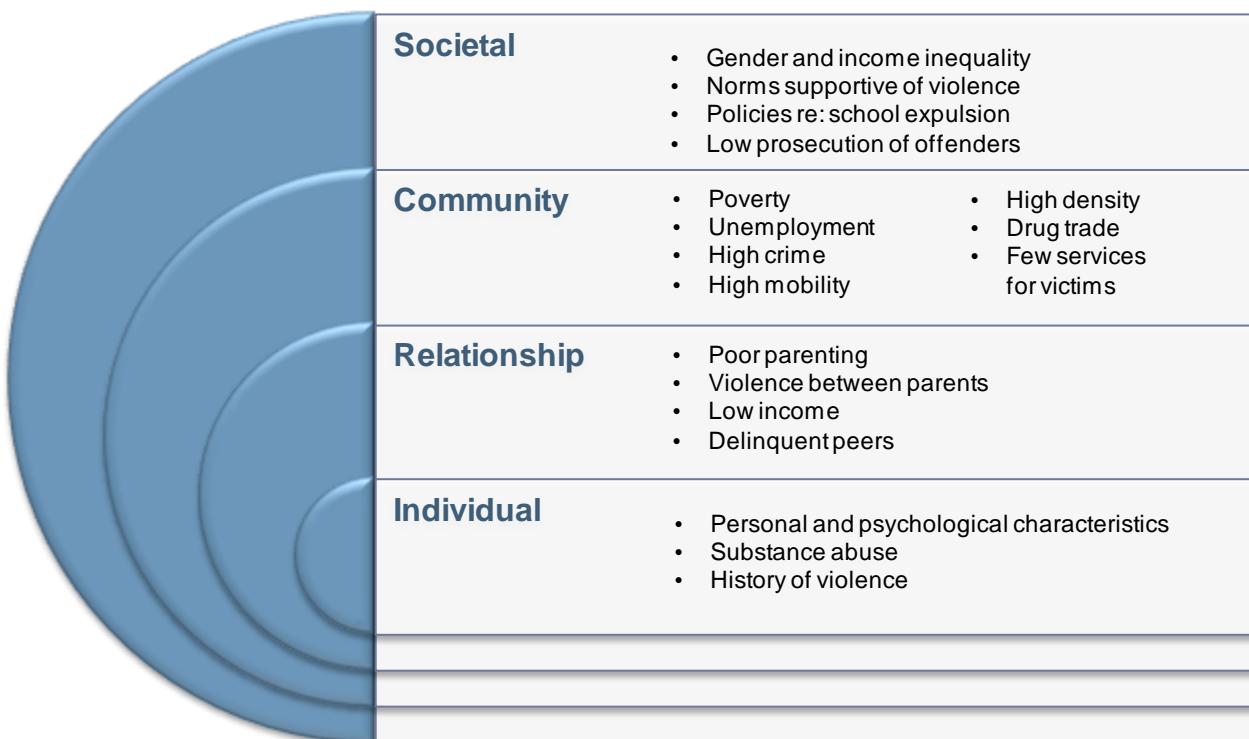
³ U.S. Department of Justice Intelligence Led Policing – The New Intelligence Architecture

4.1 Risk Factors

Key to the community policing model is prevention of crime before it happens. There has been a lot of research and analysis about how to effectively and efficiently prevent crime. The common conclusion is that society must address the root causes of crime if there is to be any sustained success in crime prevention. The City's LiveSAFE in Winnipeg policy statement reinforces this belief:

"It is increasingly understood that a balanced approach between crime suppression and crime prevention is the best method to a safe community. Prevention is an essential goal and requires a partnership approach. Addressing the root causes of crime involves integrated and strategic actions aimed at promoting the well-being of the community through social, economic, health, education and recreational measures, with a particular emphasis on families, seniors, children and youth at risk."

Understanding crime risks allows the development of strategies to address them. The Institute for the Prevention of Crime at the University of Ottawa promotes the World Health Organization model for understanding risk factors for crime. It shows that there are risk factors at the individual, relationship, community and societal level and when these factors at different levels interact, the risk of crime and victimization increases:



5.0 Demographics and Crime / Social Disorder in Winnipeg

Every community has unique characteristics. Its demographics provide important information about crime risk factors.

5.1 Demographics

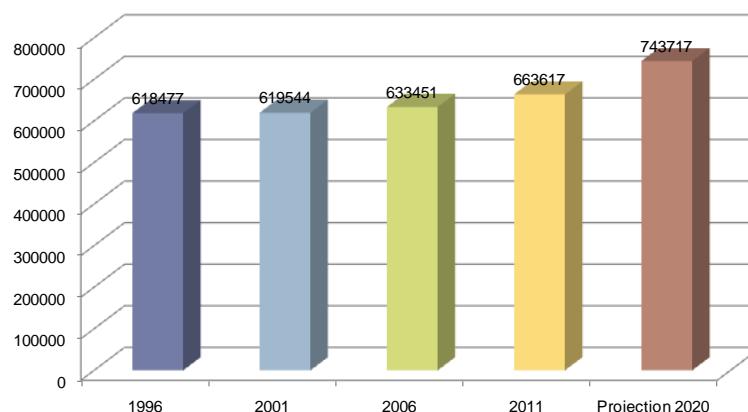
Population

Winnipeg's population growth has been steady in recent years and is likely to continue. It is expected that Winnipeg's population will grow to 743,317 by 2020. Although the physical boundaries of Winnipeg have not changed since 1993, the number of people living in that area has grown considerably. The total kilometres of street length has grown from 3,207 in 2006 to 3,284 in 2010. All of these factors impact how police services are resourced to ensure proper coverage. There has also been significant development in Winnipeg. The return of the Winnipeg Jets, the new Canadian Museum of Human Rights, changes to Assiniboine Park, expansion of the Convention Centre and CentrePort are a few major developments that have or will substantially increase how long visitors stay in Winnipeg. Tourism temporarily spikes the city's population and the number of police needed at large events and gatherings. How the city's growth is managed will impact how policing services are provided.

- IMPACT**
- More territory to cover
 - Density a risk factor for crime
 - More development / events, more residents and tourists

Winnipeg Population

1996	2001	2006	2011	Projection 2020
618,477 Baseline	+ 0.17%	+ 2.24%	+ 4.76%	+ 12.07%



Source: Statistics Canada 2011 Census / Manitoba Bureau of Statistics
Population Preliminary Projections 2011 to 2026 (March 2013)

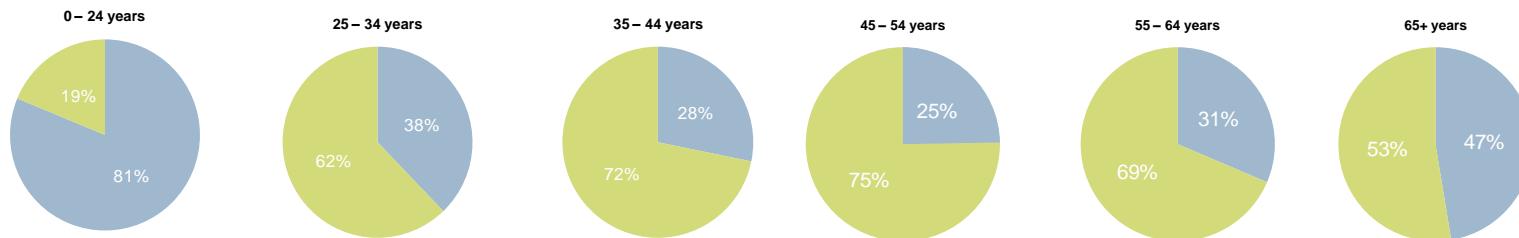
Income Levels

Winnipeg's median income is the lowest in the Prairie provinces and the third lowest of the major urban centres in Canada.

Living in poverty is considered a potential risk factor for crime. It should be emphasized that this does not mean all individuals living in poverty will become criminals.

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

Winnipeg Income Levels (2011)



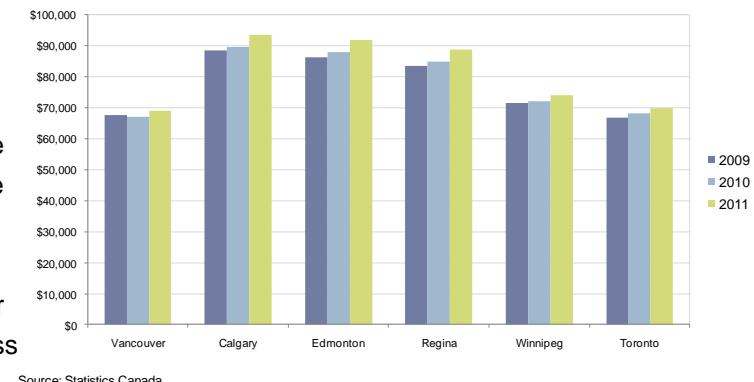
Source: Statistics Canada

The Social Planning Council of Winnipeg, in its report *Manitoba Child Poverty Report Card 2010*, found that approximately 43,000 Manitoba children live in poverty. This is the highest child poverty rate in Canada. In addition, 68% of First Nations children 6 years and younger live below the poverty line.

Labour Force Characteristics

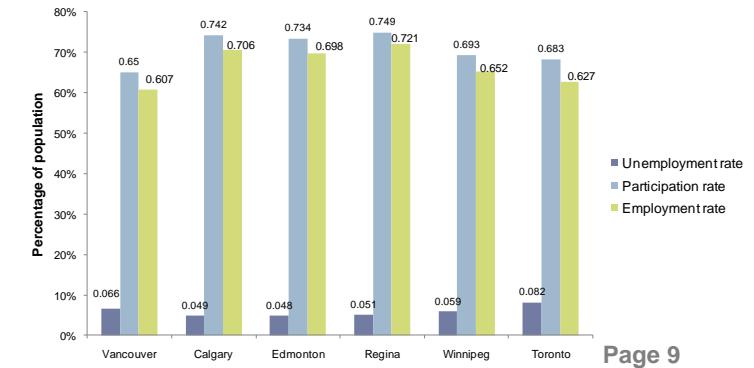
The ability to have stable and rewarding employment allows people to purchase the necessities of life, provide opportunities for their children and feel confident about themselves and their contribution to society. On the other hand, unemployment and low income threatens personal and family security and exposes families to the risk factors for criminal behaviour. Winnipeg's

Median Total Income



Source: Statistics Canada

Labour Force Characteristics



Source: Statistics Canada

unemployment rate is the highest of the large urban centres in western Canada. It is the third highest of urban centres in Canada

Newcomer Population

Over 17% of Winnipeg's population was not born in Canada. Between 13,000 (2010) and 11,000 (2012) immigrants settled in Winnipeg – this trend is expected to continue.

The Government of Manitoba targets increasing immigration to the province by 20,000 people per year for the next 10 years. The experience of newcomers will vary depending upon whether they are sponsored immigrants or refugees, their community and/or family network and access to transition and support services. However, there are common challenges that newcomers face:

- Lack of affordable housing (as many as 21% living in crowded housing)
- Language barriers
- Racism
- Difficulty finding good employment
- Suffering trauma and loss
- Feeling of not being safe
- Unaddressed psychological and mental health illnesses

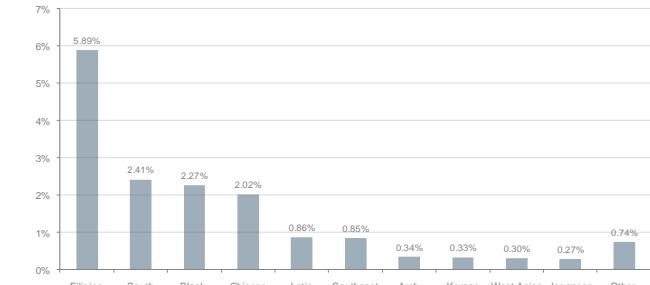
Aboriginal Population

Winnipeg's Aboriginal population represents 10% of the overall population. This is the highest percentage of all Canadian urban centres. Winnipeg's Aboriginal 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.

The Aboriginal community has and continues to experience racism, colonization, residential school trauma, oppression and dispossession of land, language and livelihood. This has led to issues of identity and self esteem.

Demographics – Immigrant Population

- A breakdown of the major ethnic groups is below

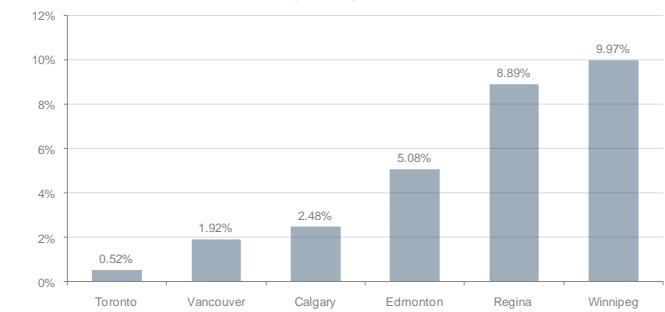


Source: Manitoba Labour and Immigration

- *Many newcomers fear their children will be recruited into gangs*
- *A newcomer's experience with police in their home country may negatively impact their perception of police in Canada*

Demographics – Aboriginal Population

Percentage Aboriginal Population



Source: Statistics Canada 2011

Dr. Jane Dickson-Gilmore, Associate Professor, Carleton University has spent 30 years in various urban and rural communities researching First Nations issues. She estimates 75% of people who attended residential schools have mental health issues, substance abuse issues or PTSD. The most common means of death to Aboriginal youth is suicide. These youth are six (6) times more likely to commit suicide than non-Aboriginal youth.

There is a high rate of people being victimized (reported and unreported) in the Aboriginal community. Aboriginal women are three (3) times more likely to be a victim of spousal abuse. Aboriginal children are six (6) times more likely to be taken into care.

There is also a disproportionate percentage of Aboriginal people jailed in Manitoba, suggesting that criminalization of certain actions and behaviours may not be having the desired results. In Manitoba in 2010/11, 69% of adult persons in custody were Aboriginal, while Aboriginals comprise 10-13% of the population. As well, over the period of 2007-2011, 88% of admissions to secure custody under the Youth Criminal Justice Act were Aboriginal.

5.2 Measuring Crime and the Success of Strategies

It is difficult but important to measure how effective and efficient policing is. Collecting, analyzing and reporting data about incidents, responses, outcomes and impact:



- Provides key information for crime analysis, planning and program development
- Helps to determine where police resources are most needed
- Helps to set standards and compare with policing in other Provinces
- Determines the success of policing

StatsCanada provides a historical record of crime and traffic statistics from every police agency in Canada since 1962.

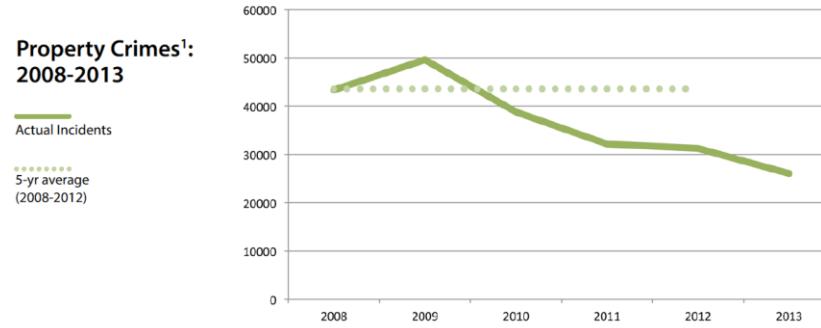
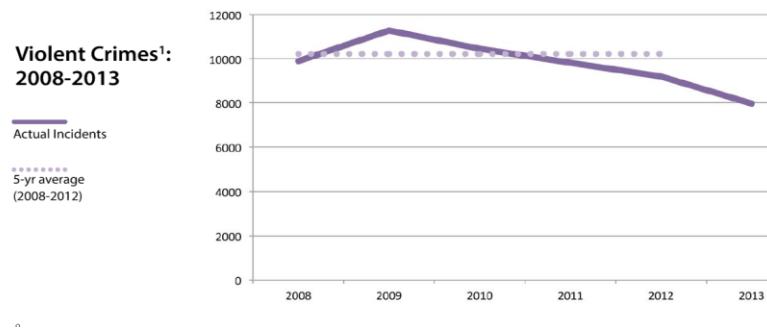
The Canadian Centre for Justice Statistics, a StatsCanada organization, collects crime statistics from over 150 agencies across Canada. The Uniform Crime Reporting Survey is completed by individual police departments and measures the types and amount of crime in Canadian society. Manitoba also participates in the Ontario Municipal CAO's Benchmarking Initiative. This cooperative of 16 participating municipalities from Ontario, Alberta and Manitoba is committed to improving the way services are delivered to citizens. In its annual budgeting exercise, the Winnipeg Police Service provides service level statistics, budgetary and performance results in the areas of crime prevention and traffic safety and enforcement. The Winnipeg Police Service also publicizes information through

Crime Stat, an online resource that provides timely statistical information on crime in Winnipeg.

Although activities and ways of measuring may differ, the most commonly reported information is categorized as:

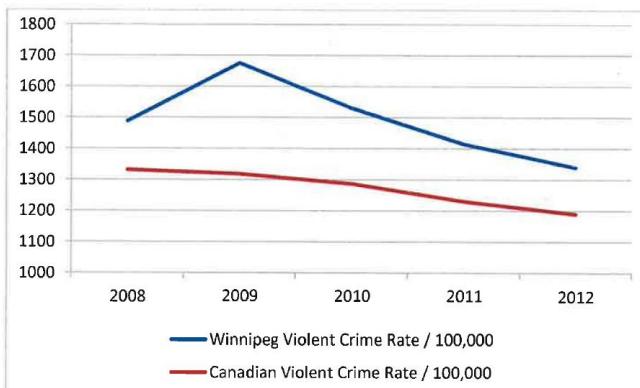
- Crimes against persons
- Crimes against property
- Controlled drugs and substances
- Traffic violations
- Other criminal code violations

The volume of violent crimes and property crimes as reported by the Winnipeg Police Service in its 2013 Statistical Report are shown below.

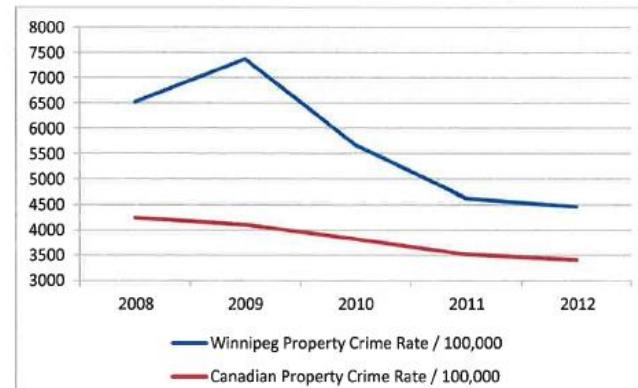


To compare data among geographic areas and over time, police-reported crime has traditionally been expressed as a rate per population of 100,000 people. The following figures depict Winnipeg's crime rates compared to the average across Canada. When reading these statistics, it is important to note that the unique conditions of each community impact police services differently.

Winnipeg Violent Crime Rate in Comparison to Canada



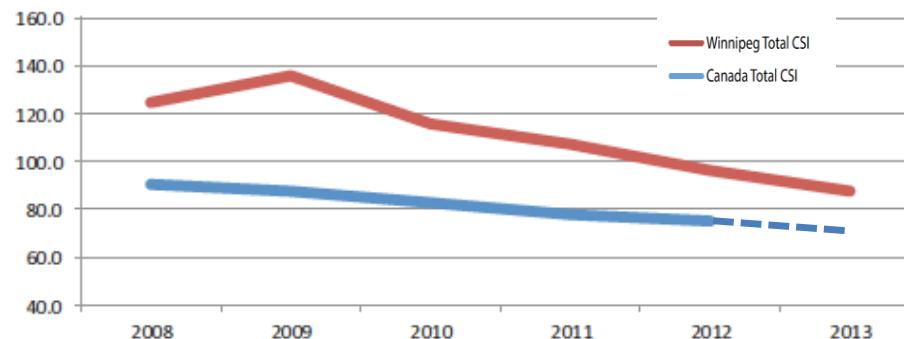
Winnipeg Property Crime Rate in Comparison to Canada



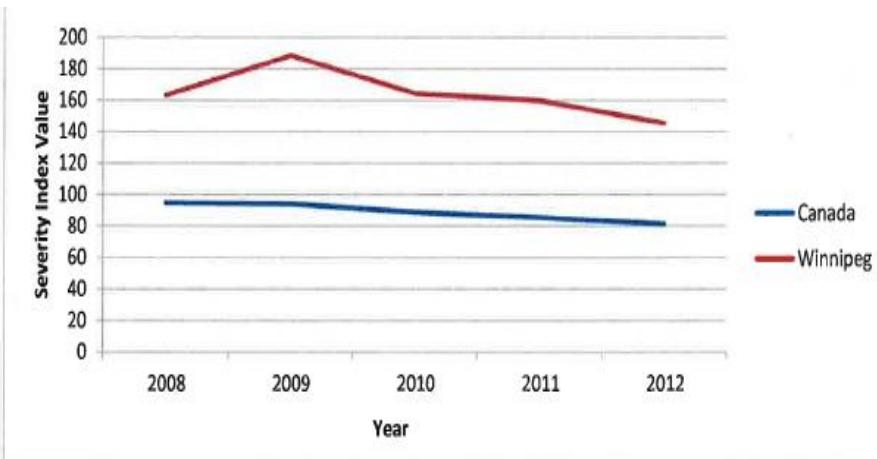
Violent crimes in Winnipeg declined approximately 11% from 2008 to 2012. However, they are still significantly higher than the Canadian average. Property crimes in Winnipeg have declined approximately 31% over the same period. Although still higher than the Canadian average, Winnipeg has experienced a much steeper decline than the rest of Canada. Part of this decline may be due to the success of the auto theft strategy. The decline continued into 2013 with actual incidents of violent crimes decreasing 13% and property crimes decreasing 17% from 2012.

The Crime Severity Index tracks changes in the severity of police-reported crimes by accounting for both the amount of crime and the relative seriousness of these crimes. Crime Severity Index for Canada has steadily decreased over the past 10 years. Winnipeg's crime severity is higher than the Canadian average, but is also declining faster, with a 50% decline since 2003.

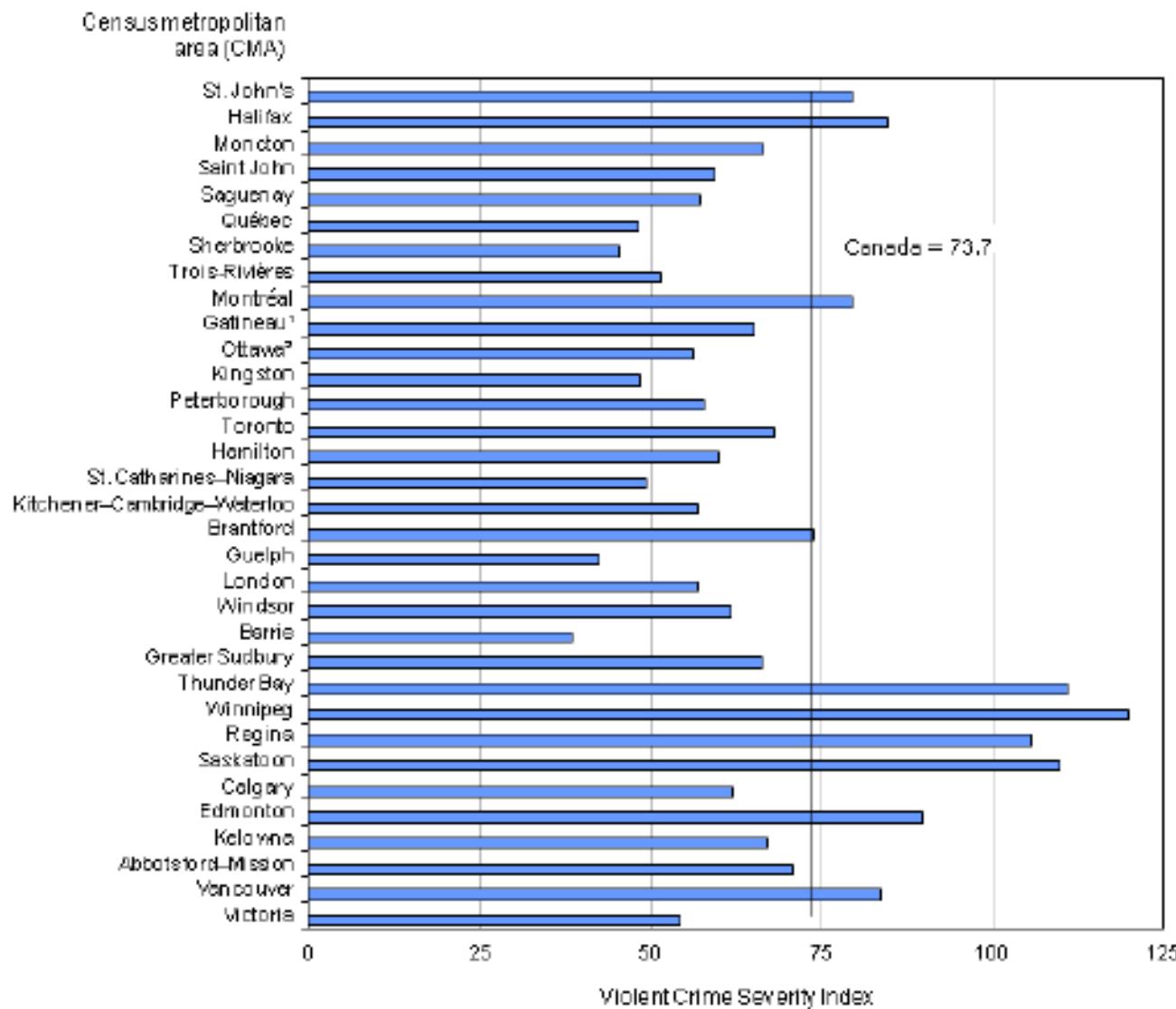
Total Crime Severity Index 2008 – 2013 – Comparing Winnipeg to Canada



Violent Crime Severity Index 2008 - 2012 – Comparing Winnipeg to Canada



Violent crimes continued to account for about one fifth (21%) of all police-reported Criminal Code offences (excluding traffic violations) in Canada. Winnipeg has the highest violent crime severity index of Canadian census metropolitan areas. Robbery, homicide and sexual assault were the largest contributors to the violent CSI in Winnipeg.



Source: Police-reported crime statistics in Canada, 2013, Juristat article, Statistics Canada

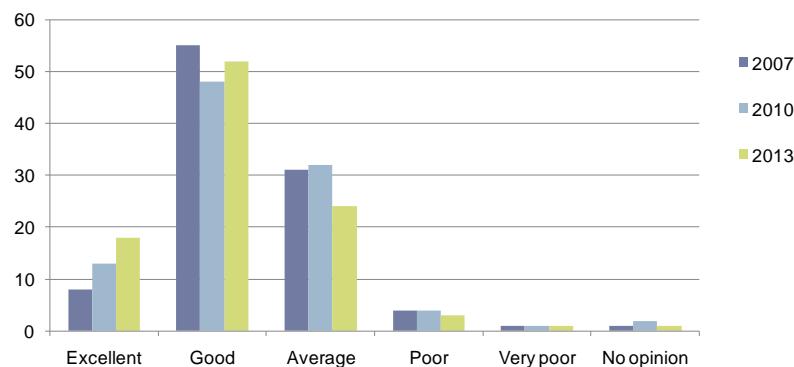
Citizen Perception

More and more, the success of policing service is measured by how safe and secure citizens feel. The following are some of the results of the most recent Winnipeg Police Service General Survey.

Although the majority of people believe that the amount of neighborhood crime is about the same as the previous year, over 15% believe it has increased.

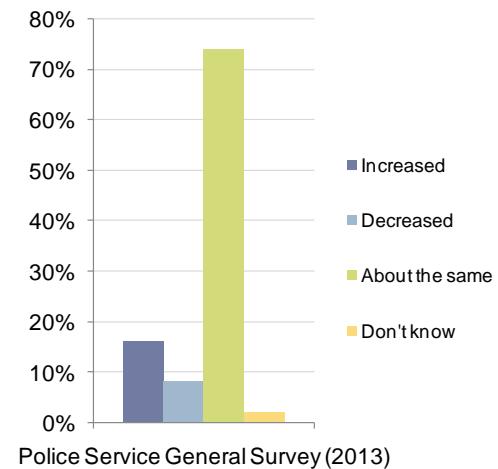
The majority of people have a good or excellent view of the overall quality of the police service in Winnipeg.

Perception of the Overall Quality of Police Service in Winnipeg



Source: WPS Survey, 2013

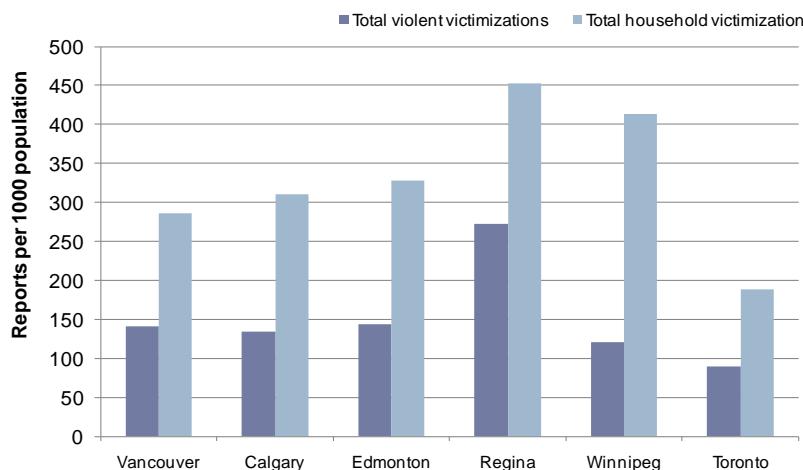
Perception of Neighbourhood Crime Compared to Last Year



Unreported Crime

The General Social Survey on Victimization (Stats Canada) is conducted every five years. It collects information on citizen's personal reports of being victims of crime in eight categories: sexual assault, physical assault, motor vehicle / parts theft, vandalism, robbery, break and enter, theft of household property and theft of personal property. This survey captures information about crime that may not come to the attention of police. According to the 2009 survey, the following were not reported to the police:

Self-Reported Victimization (2009)



Source: Statistics Canada – GSS on Victimization

- 69% of violent crimes
- 62% of household crime
- 71% of personal property thefts

The highest rates of victimization in 2009 were in Regina and Winnipeg.

6.0 Governance and Delivery of Police Services in Winnipeg

6.1 Governance

The Manitoba Police Services Act provides the legislated authority and responsibility for policing in Manitoba. This includes developing policing standards and defining roles and responsibilities of municipal councils, police boards, police chiefs and police officers.

The Winnipeg Police Board was established in 2012 to set priorities and objectives for the Winnipeg Police Service. It ensures that police services are delivered effectively, efficiently and consistent with community values, needs and expectations.

Principles in the Preface to the Act

- *Police services play a critical role in protecting the safety and security of Manitobans*
- *Co-operation between police services and the communities they serve will result in improved safety and security and better relations between police and citizens*
- ***Civilian governance and oversight of police services will improve transparency and accountability in the delivery of policing services***
- *Desirable that policing services be provided in a manner that recognizes the pluralistic and multi-cultural character of Manitoba society and in particular First Nation, Métis and other aboriginal peoples*
- *Public safety is enhanced as police services become more representative of the communities they serve*
- *Important to recognize the rights of victims of crime and their needs in the delivery of policing services*
- *Importance of safeguarding the fundamental rights protected by the Canadian Charter of Rights and Freedoms and the Human Rights code*

Governance Structure, Roles and Responsibilities

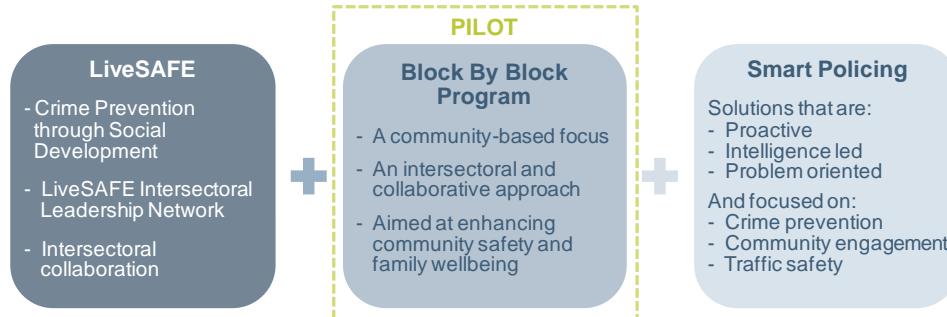


6.2 Overarching Philosophy and Model of Policing in Winnipeg

Under the leadership of a new Chief of Police, the current vision for policing is '*creating a culture of safety*'. This follows a policing model, Crime Prevention through Social Development (CPTSD), which involves collaborative, intersectoral and long-term actions that deal with the root causes of crime. Its aim is to reduce the risks that start people, particularly children and youth, on the road to crime.

At a strategic level, there are three major pillars of this new approach and crime reduction strategy:

New Model of Policing – Collaborative Crime Reduction Strategy



- *Prevention*
- *Leadership and coordination*
- *Interconnectedness and partnerships*
- *Sustainability*
- *Accountability*

The LiveSAFE Leadership Network is co-chaired by the Chief of Police, has a mandate to focus on an intersectoral approach to crime prevention through social development initiatives in Winnipeg. The network is intended to:

- Share information and spark strategic dialogue and initiatives across sectors
- Create synergy and coordinate action between programs and new initiatives
- Leverage partnerships
- Address gaps



The 'LiveSAFE 21 Block Initiative' in the William Whyte Neighbourhood brings together various sectors at the neighbourhood level to coordinate activities supporting those at highest risk and in greatest need in the areas of housing, policing, community by-law enforcement and recreation among others.

The Smart Policing Initiative (SPI) incorporates evidence-based and intelligence-led policing principles that allow uniform police members to be more proactive.. Strong crime analysis is critical to this initiative. Police visibility and/or preventative patrol will focus on 'hot spots' or places with a high crime rate. Police will work to limit the criminal opportunities and access to victims of high-volume repeat offenders, or 'hot shots', by better understanding where and how these individuals operate. All police members will be better able to share information and collaborate on solving criminal and social problems.

6.3 Policing Services and Service Delivery Model

The Winnipeg Police Service defines its services for the purposes of budgeting and reporting as:

- Police response including investigations
- Crime prevention
- Traffic safety and enforcement

6.3.1 Organizational Structure and Service Delivery Model

Winnipeg Police Services is structured in two major departments; police operations and police support services. Each is led by a deputy chief. Police operations include uniform operations and investigative operations. The general patrol, community support and district investigations officers of Uniform Operations work out of four (4) service centres in each of four (4) districts. Most general patrol members work 10-hour shifts to provide 24/7 police coverage. Front-line officers conduct preliminary investigations to establish whether there is sufficient evidence to merit a full investigation.

The Winnipeg Police Service uses cadets to support Uniformed Patrol by providing:

- Mental health stand-by
- Limited citation and arrests
- Guarding crime scenes
- Traffic direction and control
- Visible foot patrol in downtown Winnipeg
- Assistance at major events

**Community Generated Calls
Handled by Cadets by Type 2012**

Type of Call	Total
Intoxicated Person Downtown Area	1,103
Traffic Lights	469
Assist	64
Motor Vehicle Collision	63
Traffic	49
Disturbance	38
Medical	29

Self-Initiated Activities by Type 2012

Type of Call	Total
Beat	3,635
Investigation	1,933
Report	1,898
Intoxicated Person Downtown Area	1,163
Breach of Peace	642
Spat	486
Service	345
Patrol Area Walking	283

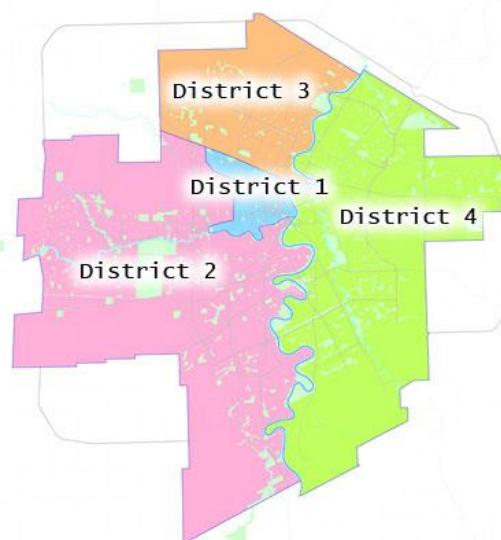
The City of Winnipeg has been divided into four districts around recognized neighbourhoods. The districts ensure a balanced workload of number of crimes and calls for service. The following graphic depicts the boundaries of the four districts and their characteristics:

District 1

- Downtown Winnipeg
- Smallest population at 61,423
- Highest percentage of lone-parent families
- Highest percentage of single people at 43%
- 66% of dwellings are apartments

District 2

- West end of Winnipeg
- Population of 245,396
- Largest population of people aged 65 and older
- Family structure is predominantly married couples
- 60% of dwellings are single-detached houses



District 3

- North end of Winnipeg
- Population of 132,796
- Highest average number of persons living in a private household
- 68% of dwellings are single-detached houses
- Lowest percentage of people with English as their mother tongue

District 4

- East end of Winnipeg
- Largest population at 249,754
- Family structure is predominantly married couples
- Similar demographic profile as District 2

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

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

Administrative support functions are spread throughout the divisions. Although some services are provided by City of Winnipeg Corporate Services, the arrangement is informal and the Winnipeg Police Services has not been part of the shared services model.

Human Resources

There are currently 1,463 sworn officers in the Winnipeg Police Service. There are also 465 civilian positions and 60 auxiliary cadets. 10.5% of police officers self-declared as part of an indigenous group and 6.8% as part of visible minority groups (including officers on leave, secondment). Approximately 44% of officers have ten or fewer years of service. The following are positions funded through contracts with other organizations:

- MPI – 6 police
- Province of Manitoba – 173 police
- Government of Canada – 1 police
- Winnipeg Airport Authority – 25 police
- Government of Canada (NWEST) – 2 police
- WPS and WPG School Divisions – 11 police

6.4 Major Processes

There are several major processes involved in the delivery of policing services. Ideally, processes flow seamlessly with well-coordinated 'hands-offs' between divisions and units of the Winnipeg Police Service and partner agencies and organizations.



Winnipeg Police Services works with many agencies, government departments at all levels and non-profit organizations to provide services to the clients they have in common. At this time, it is estimated that there are over 90 agencies that have regular contact with the Winnipeg Police

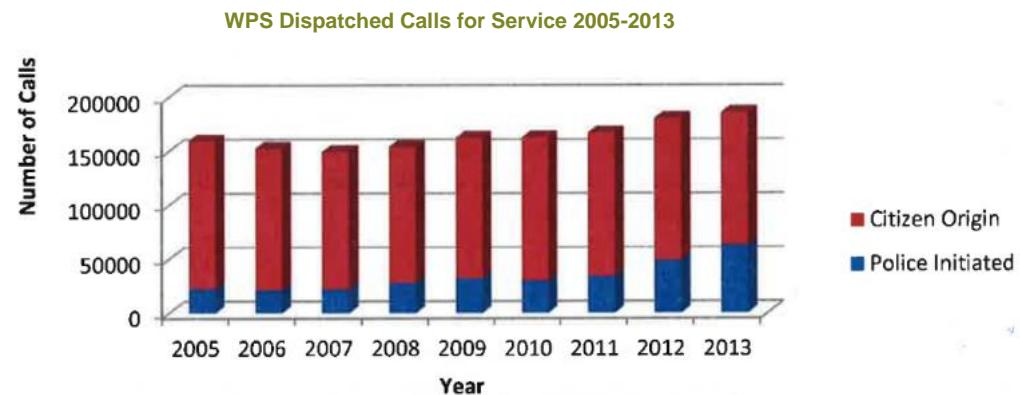
Service. There is a significant variation in frequency of contact, nature of relationship and formality of partnership with these agencies. Any changes in the services provided by these organizations can have great impacts on the Winnipeg Police Service.

The Winnipeg Police Service is accredited through CALEA, the Commission on Accreditation for Law Enforcement Agencies. It sets standards and best practices for law enforcement agencies and is a way for the Winnipeg Police Service to show their commitment to excellence in law enforcement. There have also been two (2) comprehensive operational reviews that provided numerous recommendations for consideration by the Winnipeg Police Service.

Calls for Service

Calls for service can be initiated by either citizens or officers. Calls are dispatched by assigned priority. An Alternate Phone Response Unit monitors for calls that can be handled over the phone. A Central Reporting Phone unit responds to events that have no suspects, witnesses or evidence to collect. Also, Cop Logic has been implemented to allow for internet reporting.

The number of citizen-generated calls have remained relatively stable over time while police initiated calls have increased 80% over the past five years. It is believed that this is due to more pro-active policing practices.

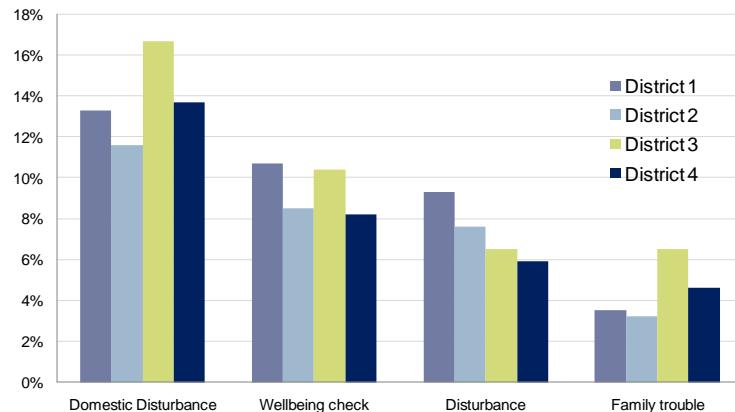


In 2012, the Communications Centre answered 93% of incoming calls within 10 seconds. The industry standard of the National Emergency Numbers Association is 93% of 911 calls answered in 10 seconds and 95% within 20 seconds.

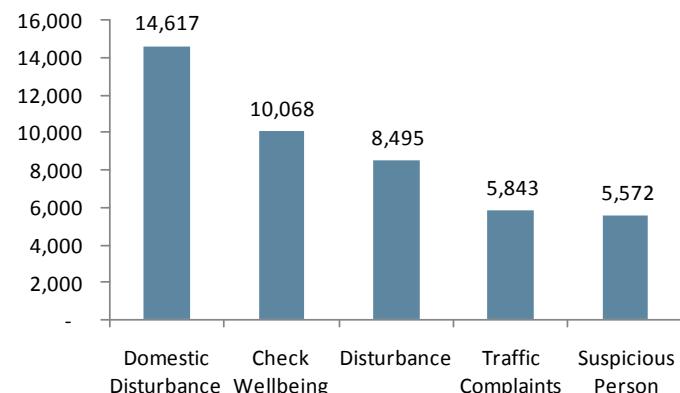
*93% of calls
answered within 10
seconds*

A review of the nature of calls for service (demand) provides important information about the policing environment. The highest percentages of calls in all districts in 2012 were domestic disturbance, well-being checks, disturbance and family trouble. The top five calls for service in 2013 continued this pattern.

Most Frequent Calls for Service, By District (2012)



Top Five Calls for Service - 2013



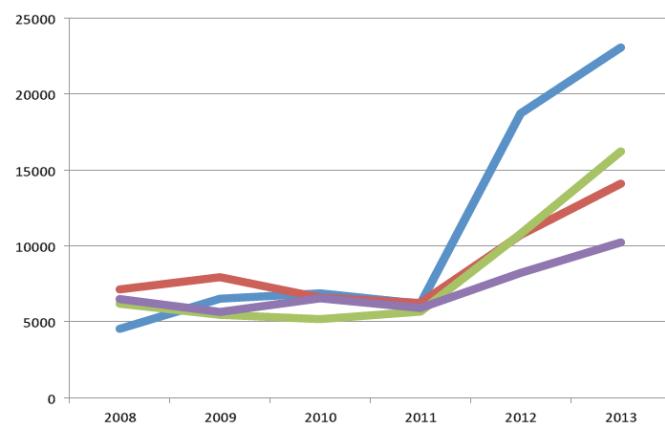
The challenges faced by police services in responding to calls for service has been discussed earlier in this document. A key component of effective community policing is the ability for patrol officers to do pro-active policing. In 2012, Patrol spent approximately 79% of their on-duty hours handling community-generated calls for service, leaving only 21% available for pro-active work.

- 10-20% level reflects an essentially fully committed patrol
- A 40% level is sufficient to provide blocks of time for pro-active policing

In spite of the challenges, police initiated events have increased in all districts. The top 5 events initiated by police include Traffic Stop, Smart Policing Initiative (SPI) Hot Spot, Special Attention, Beat and SPI Subject.

Police-initiated Events⁹ by Districts: 2008-2013

- District #1
- District #2
- District #3
- District #4



Response

There is much debate about whether response times are a good indicator of the effectiveness and efficiency of policing services. Having said that, they are often discussed by politicians and citizens alike, which can create a positive or negative impression about policing in a community.

The best practice standard for emergency calls (Priority 0 or 1) is seven minutes. Response to priority two calls should also be meeting this standard, and work is being done to improve this response time.

Response Times by Priority by District

Priority	Minutes			
	District 1	District 2	District 3	District 4
0	3.3	2.2	7.1	7.7
1	2.8	7.0	5.2	7.0
2	10.5	11.6	12.5	11.7
3	72.2	78.0	47.8	56.0
4	89.7	92.4	56.9	58.4
5	500.0	714.0	253.4	258.8
6	818.6	869.0	293.1	296.7
7	685.6	649.5	230.8	221.4
8	24.9	19.7	19.7	28.0
9	775.4	1158.4	1225.6	1858.3

Prioritization

Priority 0 - a major incident, imminent life or bodily injury threat to an officer

Priority 1 - Life danger to a person

Priority 2 - Impending danger to a person

Priority 3 - Urgent, threat to a person

Priority 4 - Urgent, threat to property

Priority 5 - Non urgent, person involved

Priority 6 - Non-urgent property involved

Priority 7 - Low risk

Priority 8 - Phone response

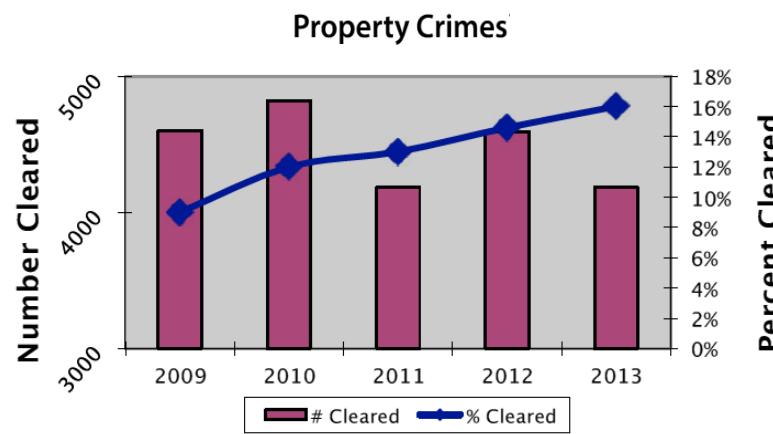
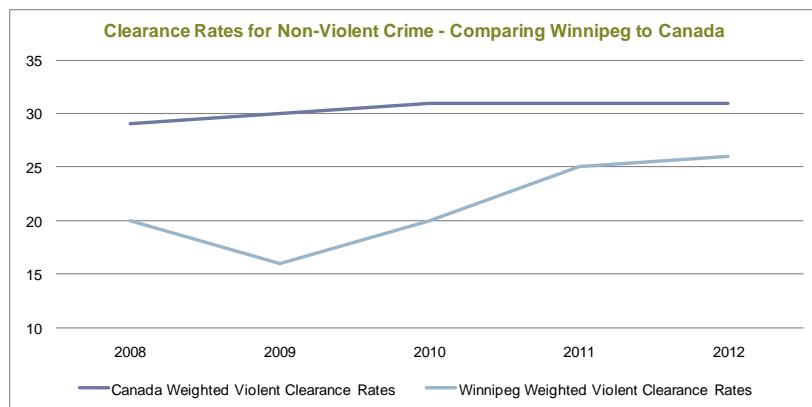
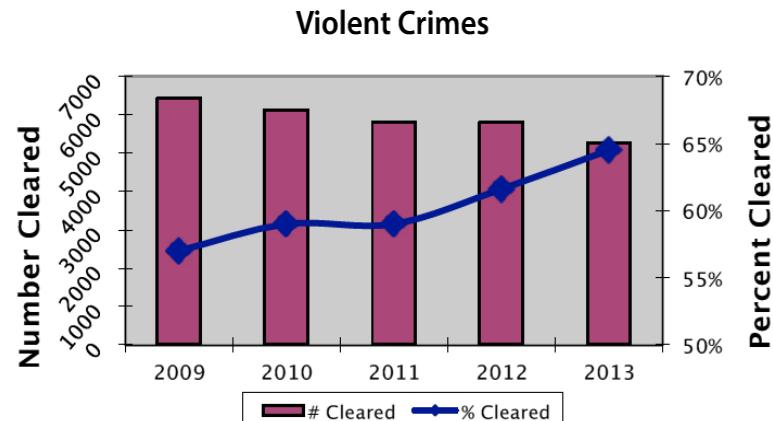
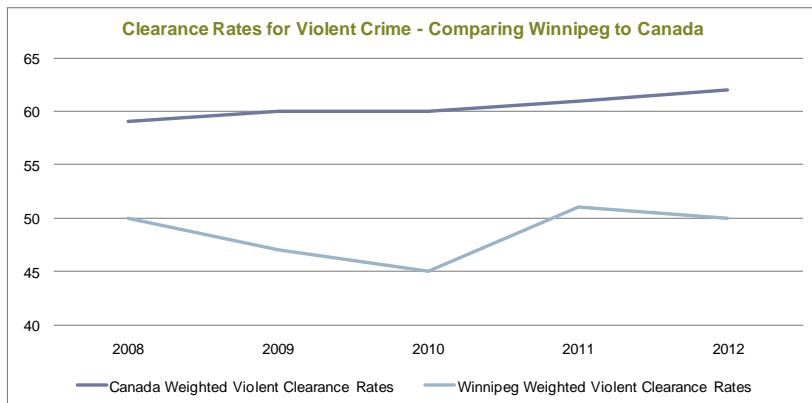
Priority 9 - Planned response

Investigations

Incidents are investigated at the district level and/or by a centralized unit depending upon the complexity of the crime. Approaches used to screen, assign and monitor cases and the complexity of caseloads impact the effectiveness of investigations.

Although the rate at which crimes are solved for both violent and non-violent crimes have improved in Winnipeg, they are well below the national average.

Clearance Rates	
Calgary	35.6%
Edmonton	39.0%
Regina	43.0%
Saskatoon	35.5%
Winnipeg	29.4%
Vancouver	29.0%



At just below 65%, the rate at which violent crimes are solved has steadily improved since 2009. Clearance rates for property crimes have also improved.

CALEA Accreditation says that agencies must use a case-screening system and specific criteria for continuing and/or suspending an investigation. The Winnipeg Police Service has recognized that is not consistently and fully using the case prioritization system and is currently testing a new dedicated case management system.

7.0 Economics of Policing

The economics of policing is about how efficient and effective policing is and, more broadly, about public safety. All jurisdictions are challenged with the rising costs of policing.

7.1 The Canadian Context

Municipalities pay 60% of policing in Canada and municipal stand-alone police forces serve 77% of all Canadians. Policing and public safety costs currently make up to 20% to 50% of municipal budgets.

In 2012, Canada employed 70,000 sworn officers and 28,000 civilian staff. Canada employs 199 police officers per 100,000 population, well below several other developed countries.

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

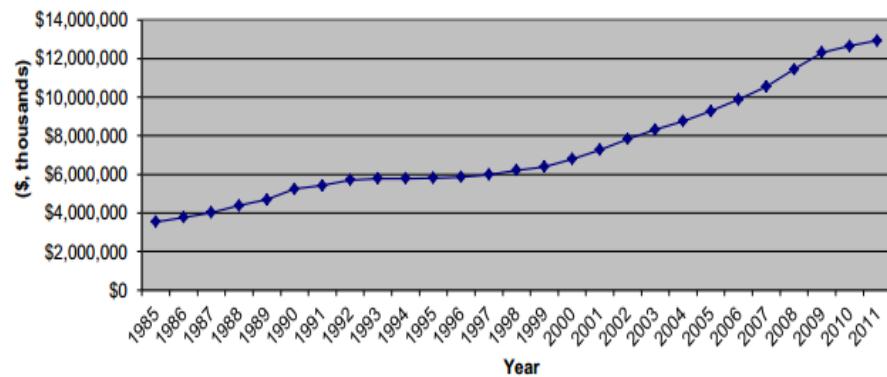
Policing Organizations

- RCMP
- 3 provincial services
- 230 independent municipal services
- 38 First Nations police services

Police Officers per 100,000 Population, Selected Countries

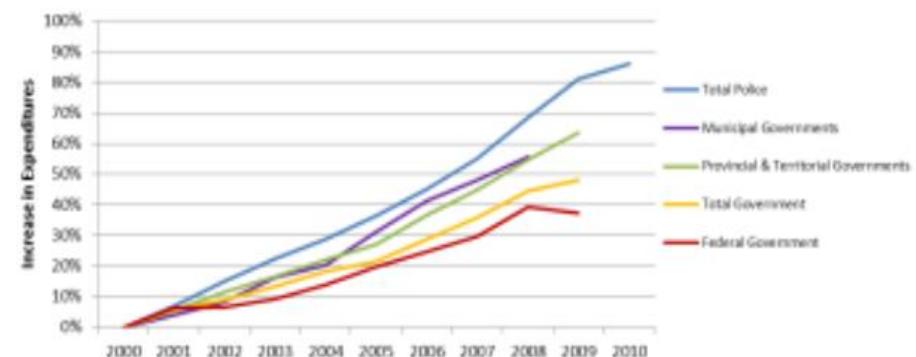
Country	2012	2002
Scotland	337	303
England and Wales	244	247
United States	238	245
Australia	222	231
New Zealand	201	181
Japan	201	
Canada	199	186
Finland	141	160

Total Expenditures on Policing in Canada



Source: Police Resources in Canada (2012), Police-reported crime statistics in Canada, 2012

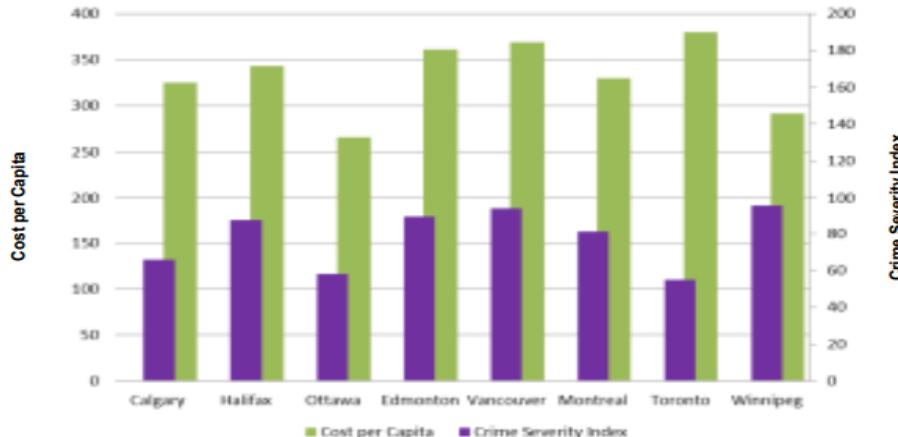
Rate of increase in Total Expenditures for Governments and Police



Statistics Canada data available to 2009 for most government expenditures and 2008 for municipal expenditures.
Source: Statistics Canada CANSIM Table 383-0001 "Consolidated federal, provincial, territorial and local government revenue and expenditure," CANSIM Table 383-0003 "Local government revenues and expenditures for fiscal year ending closest to December 31", and Statistics Canada "Police Resources in Canada, 2012".

While crime is declining, there has been steady and significant growth in policing costs. The cost of policing has grown 77% since 1998 despite only a 10% increase in police officers in the same period.

Policing Costs per Capita and Crime Severity Index in Select Municipalities (2011)



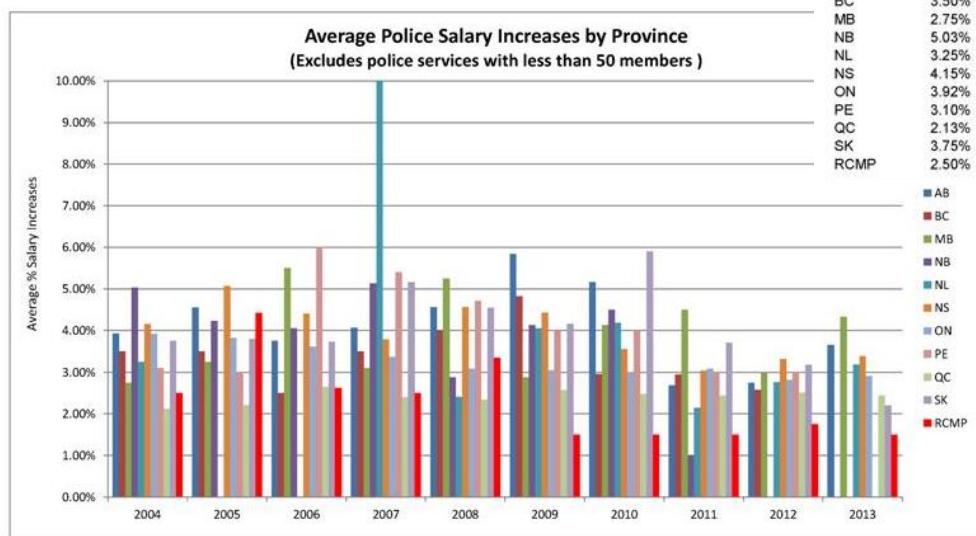
Police costs range from
\$260 to \$375 per capita

Source: Municipal Police Budgets (2011); Police Resources in Canada (2011), Police-reported crime statistics in Canada, 2011

The primary drivers of police costs are:

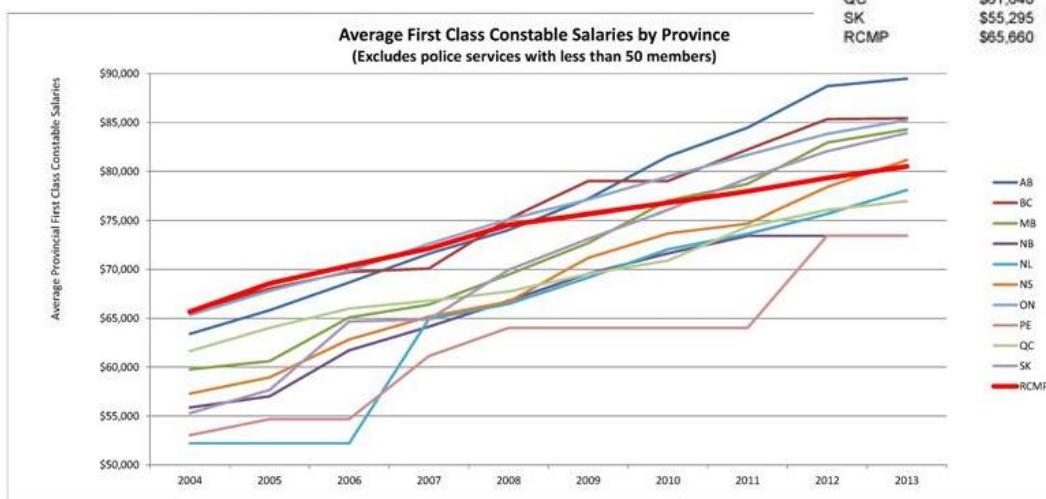
- Increase in call volume due to social disorder and mental health issues
- Changing nature of crime
- Increasing police sector compensation
- Demands placed by the criminal justice system

Police Salary Trends by Province: Average Police Salary Increases by Province



Source: Royal Canadian Mounted Police

Police Salary Trends by Province: Average First Class Constable Salaries by Province



Source: Royal Canadian Mounted Police

7.2 Winnipeg Police Services

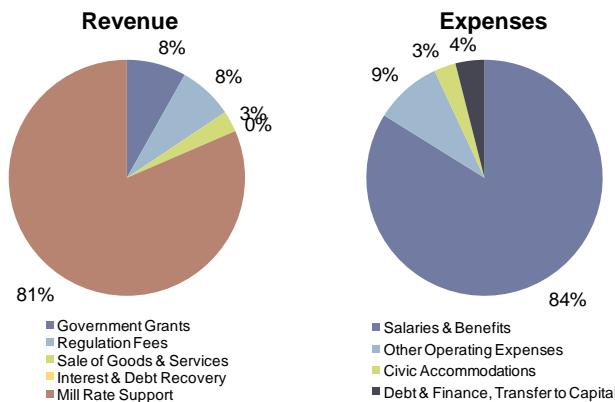
In 2012, Winnipeg had the highest police strength of all Census Metropolitan Areas in Canada at 198 police officers per 100,000 population.

	Police Officers per 100,000 Population
Winnipeg	198
Regina	190
Thunder Bay	190
Saint John	189
Saskatoon	179
Windsor	178
Montréal	178
St. John's	178
Brantford	175
Toronto	173
Halifax	171
St. Catharines-Niagara	165
Calgary	164
Vancouver	163
Edmonton	161
Greater Sudbury	161
Barrie	156
London	154
Guelph	154
Peterborough	154
Hamilton	153
Victoria	152
Kitchener-Cambridge-Waterloo	151
Ottawa	148
Abbotsford-Mission	147
Kingston	145
Gatineau	140
Sherbrooke	131
Québec	131
Trois-Rivières	126
Saguenay	123
Kelowna	113
Moncton	105

The following summarizes the Winnipeg Police Service revenues and expenses. In line with other Canadian jurisdictions, approximately 84% of expenses are salaries and benefits.

Based on the 2013 City of Winnipeg actual budget for the Winnipeg Police Service and the 2013 Statistics Canada population of census metropolitan areas, the per capita cost of policing in Winnipeg is \$315.60.

2013 Police Services Adopted Budget



Summary Revenue and Expenses

Department	Crime Prevention		Traffic Safety and Enforcement		Police Response	
	2012	2013	2012	2013	2012	2013
Revenue Source						
Service Revenue	36%	29%	100%	100%	30%	27%
Provincial Funding (Service Specific)	64%	71%	-	-	70%	73%
Total Revenue	2.211	2.907	13.281	17.674	28.555	24.372
Expenses						
Salaries and Benefits	65%	65%	61%	64%	88%	88%
Other	35%	35%	39%	36%	12%	12%
Total Operating Expenses (\$ in millions)	37.343	39.026	14.638	15.990	182.735	191.972
Full-time Equivalent Positions	272	285	90	94	1,582	1,572

Other Revenue Sources

Provincial Offense Notice	\$5,400,000
Photo Enforcement	\$9,000,000
Records Fees	\$1,500,000
Special Duty	\$500,000
Alarm Permits, Monitoring and Private Security	\$118,000
Civil Forfeiture	\$680,000
911 Fee (projected only)	\$7,000,000

Overtime

The cost of police overtime has been and will continue to be a subject of much discussion. In general, across all industries, the most common causes of overtime are ineffective planning or scheduling, inconsistent workflow, understaffing, ineffective management and staff oversight, and individual abuse of work hours.

The following graphics show the cost of overtime to the Winnipeg Police Service over the past three years followed by the breakdown of overtime by reason.

Three Year Breakdown of Overtime Hours Worked and the Associated Costs

Year	Total Hours Worked	Total Converted Hours	Cost
2010	212927.42	320005.61	\$11,648,530.21
2011	221772.96	334372.26	\$12,723,324.19
2012	213086.82	319723.87	\$12,648,998.49
Total	647787.74	974101.74	\$37,020,852.89

Breakdown of Overtime by Reason

Reason	Percentage
Continuing investigation	28.58%
Callout for other reason	14.68%
Other	14.43%
Court attendance	13.57%
Project	9.89%
Callout for minimum strength	4.36%
Standby	4.28%
Court attendance traffic	3.26%
Incident in progress (civilian)	2.65%
Heldover per duty inspector	1.79%
Heldover per supervisor	1.24%
Callout for specialty unit	.93%
Callout for project	.35%

8.0 Conclusion

The safety and security of its citizens and visitors is a critical priority for Winnipeg. Actual unsafe conditions or simply fears about safety can have a dramatic impact on quality of life, economic competitiveness and long-term sustainability. Although Winnipeg is experiencing the same challenges as cities across the world, some of its unique characteristics require innovative approaches. The Winnipeg Police Board and the Winnipeg Police Service are seeking the engagement and input of the community to identify needs, expectations and priorities as well as ideas about improving the delivery of policing services in Winnipeg.