



Manitoba's Policing and Public Safety Strategy

May 2019

Keeping Manitobans safe through collaboration, criminal intelligence and provincial leadership.

Manitoba's Policing and Public Safety Strategy

Minister's Message



On March 9, 2018, the Manitoba government announced the *Criminal Justice System Modernization Strategy* (CJSM), following an internal review of Manitoba's criminal justice system.

The CJSM is a four-point strategy. It emphasizes crime prevention. It targets resources for serious criminal cases. It more effectively uses restorative justice. And it supports the responsible reintegration of offenders. The goal of the CJSM is to transform the way we deal with complex issues related to the administration of justice in our province. It is designed to help create safe communities and ensure timely access to justice for all Manitobans.

We have made significant progress since the launch of the CJSM. Criminal cases are moving more quickly, fewer people are in custody, and where appropriate, more matters are being referred to restorative justice to enhance accountability and reduce reliance on incarceration before trial.

Manitoba is also taking action to improve road safety and reduce the number of fatal collisions on our roads. New legislation will create tougher sanctions for impaired drivers, utilizing a more efficient administrative system that allows police to remain on the road to apprehend more impaired drivers and dedicate more of their resources to arresting violent offenders.

Manitoba Justice has already taken concrete actions to address many of the challenges in our criminal justice system. However, while early results show promise, challenges remain and there is much more to do.

Manitoba continues to have some of the highest crime rates in Canada. There has also been a noticeable increase in drug seizures and violence resulting from the proliferation of methamphetamine and other illicit drugs. These high rates of crime, and especially violent crime, make Manitoba families feel unsafe in their homes and communities. Crime discourages people and companies who want to either start a life in Manitoba or invest in our province.

Manitoba is taking the next important step to deal with these issues by launching Manitoba's *Policing and Public Safety Strategy*. The strategy will create a collaborative policing environment in which Manitoba Justice and all law enforcement agencies work together to keep Manitobans safe.

Leadership from Manitoba Justice will be fundamental to the success of this strategy. Manitoba Justice will support and foster collaboration amongst police partners, driven by data and analysis of criminal trends. Greater collaboration will improve criminal intelligence and enforcement, better mobilize our communities, improve traffic safety, and make our police services more innovative, efficient and focused on core police functions.

No Manitoban should ever feel unsafe in their homes or communities. Manitoba Justice is committed to better utilizing police resources to reduce crime and make our communities safer for Manitoba families. I am confident that our *Policing and Public Safety Strategy* will accomplish these goals for all Manitobans.

Hon. Cliff Cullen
Minister of Justice and Attorney General

Keeping Manitobans Safe

Manitoba's Current Situation

Over the past several years, the Canadian Crime Severity Index (CSI) has shown that Manitoba has one of the highest violent crime rates in Canada, including high rates for robbery, homicide, sexual violations against children, sexual assaults and major assaults. In addition, rural crime, domestic violence, traffic fatalities, mental health issues and the proliferation of methamphetamine and other harmful illicit drugs continue to challenge law enforcement and put the safety of our communities at risk.

Policing in Manitoba is provided by 12 police services. The RCMP is Manitoba's provincial police service, while Winnipeg, Brandon and a number of other municipalities have their own police services. The work of police is augmented by a variety of safety officers including Community Safety Officers, First Nation Safety Officers and Cadets.

In addition to Manitoba's funding for policing, Manitoba Justice provides direct support for public safety through programs such as Manitoba Security and Intelligence, the Public Safety Investigation Unit, the Criminal Property Forfeiture Branch, Witness Protection and Crime Prevention.

Crime has no borders and crosses many jurisdictions throughout Canada. Law enforcement agencies must work together with their respective communities and other programs to be effective in the provision of effective policing services for

Manitobans. There are a variety of mechanisms by which police agencies coordinate and work together, including the collection and sharing of intelligence, joint forces operations, and programming in conjunction with our communities.

Our Strategic Goals

Our goals are to improve public safety by preventing and reducing crime in our communities.

The Manitoba government will provide province-wide leadership and support, and foster collaboration amongst law enforcement agencies and their partners. Manitoba's *Policing and Public Safety Strategy* will be focused on eight key areas, including:

- Improving policing effectiveness through better intelligence and collaboration
- Targeting communities with high rates of violence
- Improving traffic safety
- Alleviating extraneous demands on police
- Enhancing Community Mobilization and Hub Tables
- Improving support to vulnerable people and victims of crime
- Expanding police participation in early case diversions
- Collaborative policing initiatives respecting Indigenous communities

Our Strategies and Actions

Improving policing effectiveness through better intelligence and collaboration

Manitoba Justice will work in collaboration with law enforcement agencies to design and build a Provincial Intelligence Model.

The Provincial Intelligence Model will be designed to centralize data and intelligence. It will include information related to serious criminal activity including organized crime and other public safety concerns. Manitoba Justice will help improve intelligence and information sharing amongst law enforcement agencies, and facilitate the provision of an intelligence-led, data-driven approach to public safety.

Manitoba Justice will also support collaborative policing projects and investigations to suppress and disrupt illicit drug trafficking networks. The department will provide project-specific financial support to provincial joint forces operations and joint enforcement teams. Support will also be provided to implement the Illicit Drug Task Force's recommendations, as well as police initiatives that combat illegal firearms.

Manitoba Justice will strengthen its programs by ensuring that they are linked to and led by intelligence through the Provincial Intelligence Model. Intelligence and data will assist in establishing enforcement priorities. Programs and agencies that will be supported to collaborate and contribute to the Provincial Intelligence Model, include:

- Manitoba Law Enforcement Agencies
- Manitoba Security and Intelligence
- Money Laundering/Criminal Property Forfeiture
- Public Safety Investigations Unit
- Witness Protection and Crime Prevention
- Criminal Intelligence Service Manitoba

Intelligence-led policing has been shown to bring law enforcement and the community closer together. Manitoba Justice will build on integrated intelligence concepts and further develop strategies, including the standards respecting joint operations and sharing of information between police services. This is a high impact, longer-term initiative that will improve law enforcement, enhance community safety, and more effectively address organized crime and serious public safety issues.

Targeting communities with high rates of violence

Manitoba Justice will work with police agencies to ensure the deployment of effective crime reduction strategies, including targeted approaches to reduce high rates of violence in vulnerable communities. This will involve considerable consultation with law enforcement, specific communities, stakeholders and other partner agencies.

It will also include an examination of effective crime reduction strategies used in other jurisdictions across Canada, and the development and support for specific domestic violence and prolific offender initiatives and programming.

Manitoba Justice will examine and develop specific strategies that address rural crime in Manitoba, based on best practices realized in other jurisdictions, including Saskatchewan and Alberta.

Community safety strategies specific to Manitoba's northern communities, such as Thompson, will be developed in partnership with police and community leaders to address key issues, including:

- violence
- chronic runaways
- exploited persons
- alcohol and substance abuse
- at-risk youth

Improving traffic safety

Too many people die on Manitoba's roads every year. Manitoba Public Insurance's 2017 Traffic Collision Statistics Report shows that nearly one third of all motor vehicle fatalities involved impaired driving as a contributing factor. This translates to 23 lives lost with another 81 Manitobans injured, 27 of whom were injured seriously. In addition, 30 people lost their lives and 184 people were seriously hurt due to distracted driving in 2017.

In response to these statistics, Manitoba Justice has introduced *The Highway Traffic Amendment Act (Immediate Roadside Prohibitions)*, which is modelled after successful legislation in British Columbia. In partnership with Manitoba Infrastructure and Manitoba Public Insurance, Manitoba Justice has also substantially increased

penalties for using a hand-operated electronic device while driving from \$203 to \$672 and increased the demerits for careless driving from two to five points for each infraction.

Manitoba Justice aims to improve traffic safety throughout the province, decreasing fatalities and collisions through a combination of education, prevention, and enhanced deterrence. The department will work with communities and various agencies, including Mothers Against Drunk Driving, Manitoba Association of Chiefs of Police, Manitoba Public Insurance, and other stakeholders, to successfully implement the Immediate Roadside Prohibition and other evidence-based initiatives that have the greatest possible impact on road safety.

Alleviating extraneous demands on police

Manitoba Justice acknowledges that not every problem requires a front-line police response. Mental health and substance abuse challenges are often better addressed by health care or other professionals in the community trained to assist those in crisis. By getting people the help they need, police resources are also freed up to focus on apprehending serious, violent offenders.

Manitoba Justice will continue to support the deployment of Health Information Management (Health IM) technology in partnership with police agencies and health regions in Manitoba. This technology-based system helps police to:

-
- Assess subjects with mental health issues.
 - Coordinate their activities with health professionals and hospitals in health regions across the province.
 - Reduce transport and wait times in hospitals, ensuring that police stay on the street.

In addition to this initiative, the department will also focus on the following major endeavours:

- Implementing the Immediate Roadside Prohibition to improve road safety and significantly reduce the amount of time that officers spend testing and processing impaired drivers, getting them back on the street sooner.
- Proclaiming the amendments to *The Mental Health Act (Qualified Persons)* to enable a peace officer to transfer custody of a person they bring to a health-care facility for an involuntary medical examination, cutting down on the time officers spend waiting in emergency rooms.
- Developing and implementing the Institutional Safety Officer Program to better support security guards in hospitals and other public institutions through a focus on expanded authority, prescribed training and appropriate legal protections.
- Exploring opportunities to support and expand the Community Safety Officer and First Nation Safety Officer programs.
- Supporting police services in exploring initiatives to further civilianize non-core police functions.

- Continuing to support the Criminal Property Forfeiture Program to assist police agencies with crime prevention and equipment in an effort to provide more efficient policing services and programming.

Enhancing Community Mobilization (CM) and Hub Tables

Community support and involvement is essential to creating safer communities. CM programs bring multiple agencies together to coordinate support and intervention to prevent crime and keep at-risk individuals out of the criminal justice system.

Manitoba Justice is committed to building robust relationships with community residents and stakeholders (see **Appendix 1**). By working collaboratively with community partners and strengthening relationships between police and the communities they serve, we will reduce the root causes of crime and increase the safety and well-being of Manitobans.

Manitoba Justice will enhance CM efforts by developing a standardized framework and governance structure for CM programs that are supported throughout the province. The department will also facilitate the expansion of CM in Manitoba by providing encouragement and support to communities that are considering CM programs or community Hub Tables. We will also provide support to community-based organizations that participate in CM programs.

Improving support to vulnerable people and victims of crime

Manitoba Justice will assist in the development of a whole-of-government response for people with mental health and addictions issues who come into contact with the justice system. Manitoba Justice will continue to work with the departments of Health, Seniors and Active Living, Families, and Education and Training to collaboratively address these issues.

Manitoba Justice will continue to support law enforcement and community stakeholders in approaches to combat and reduce public intoxication and disorder, specific to the City of Winnipeg and the City of Thompson downtown areas. In addition, the Department will examine the “Integrated Police and Crisis Team (IPACT)” model, currently deployed in other jurisdictions in a project-based approach for responding to persons experiencing a mental health crisis. Finally, the department will continue to advance the work of Victim Services for the provision of programming and project funding to agencies delivering services to victims of crime.

Expanding police participation in early case diversions

Indigenous people are overrepresented in Manitoba’s correctional facilities and are far more likely to be the victims of crime, including serious crimes like homicide and sexual exploitation.

Manitoba Justice recognizes that the traditional court process is not always the most effective way to hold an offender accountable or repair the damage done to the victim or the community. By utilizing restorative justice approaches that integrate Indigenous cultural practices, Manitoba Justice can hold offenders accountable while helping address the root causes of their behaviour. This can help make Indigenous communities safer and healthier for all Manitobans.

Manitoba Justice will work with policing agencies and Indigenous communities to expand police participation in provincial restorative justice programs. Key to these efforts will be consultation and collaboration with Indigenous leaders and organizations in Manitoba, including the Manitoba Metis Federation, Assembly of Manitoba Chiefs, Manitoba Keewatinowi Okimakanak and the Southern Chiefs Organization. This will ensure respect for, and alignment with, Indigenous traditions and culture in support of restorative justice.

Manitoba Justice will develop a framework for an alternative measures and diversion program in partnership with targeted communities, First Nations leadership, Manitoba Prosecution Service and the police. We will also extend the Restorative Justice Centre model to other major centres in the province, such as Portage la Prairie, Dauphin and Thompson.

Collaborative policing initiatives respecting Indigenous communities

While the expansion of police-driven restorative justice approaches is an important priority, Manitoba Justice also recognizes that protecting our children and stopping the victimization of Indigenous women and girls must be central to our work with Indigenous communities. In order to accomplish these significant goals, Manitoba Justice will also:

- Assist in the development and standardization of a provincial Missing Persons Protocol, in concert with Manitoba law enforcement agencies.
- Support and encourage enhanced collaboration and coordination of police agencies with respect to exploited persons and human trafficking.
- Foster strong collaboration between police agencies with respect to exploited persons and missing and murdered Indigenous women and girls.

Priority Initiatives

Manitoba Justice's short-term priority initiatives under this strategy include:

1. Designing and building a collaborative Provincial Intelligence Model with a total 2019/2020 investment of \$835,000.
2. Providing financial support of up to \$1 million in 2019/2020 to support joint policing operations to suppress and disrupt illicit drug trafficking networks.
3. Developing an interdiction pilot project supporting training and joint forces projects.
4. Enhance support for CM and Hub Tables through the development of standards, support and the expansion to northern communities.
5. A further investment of \$200,000 in the expansion of the Health IM initiative with police and regional health authorities.
6. Collaborate with the RCMP, City of Thompson and other stakeholders in the development of a public safety strategy for Thompson.

Other Current Change Initiatives

In addition to launching Manitoba's *Policing and Public Safety Strategy*, there are many important change initiatives currently underway within Manitoba Justice, including:

- **A mandatory five-year review of *The Police Services Act*** – this will assess whether the Act supports the professional, transparent and effective delivery of policing services to keep Manitobans safe.
- **Further development of a Provincial Guns and Gangs Suppression Strategy** – this will equip police agencies and Manitoba Justice with the tools, equipment and capacity they need to disrupt and suppress gun and gang activity in Manitoba.
- **The provision of support for the tripartite Illicit Drug Task Force** – this will combat the use and distribution of illicit drugs, such as methamphetamine, opioids, cocaine and hallucinogens.
- **Review and analysis of Manitoba's public safety funding structure** – Manitoba Justice recognizes that municipalities must be treated equitably regarding funding for police services. The review and analysis will examine the current system and work to identify potential reforms that will ensure a more effective, transparent and equitable funding system.
- **Efforts to reduce the burden on police agencies** – this includes exploring opportunities to allow police to more effectively do their work and increase the use of civilians for non-core police functions.
- **Collaboration between the Public Safety Investigations Unit and the Residential Tenancies Branch** – this will improve safety for both landlords and tenants. Current initiatives are providing assistance to tenants, landlords and other concerned citizens to identify, report and respond to unlawful activities. The Manitoba government is working closely with community leaders and property owners to help ensure they are aware of these beneficial tools and resources.
- **Creation of the Institutional Safety Officer designation and training** – this new legislation will better support security guards in hospitals and other public institutions, giving them expanded authority, prescribed training and appropriate protections.
- **Implementation of the Immediate Roadside Prohibition** – this legislative amendment to *The Highway Traffic Act* creates tougher sanctions for impaired drivers and utilizes a more efficient administrative system. It will not only improve road safety, but also significantly reduce the amount of time police officers spend testing and processing impaired drivers, thus alleviating burdens on police resources.

Accountability

Manitoba Justice is committed to transparency and public reporting to Manitobans. The department will provide regular progress updates on its strategies and initiatives, including:

- efforts to reduce overall crime in Manitoba
- efforts to decrease the number of traffic fatalities
- police disruptions of organized crime groups involved in illicit drug trafficking and violence
- the implementation of recommendations from the Illicit Drug Task Force and the outcomes of those actions
- efforts to decrease incidents of domestic violence
- the number of new programs and the outcomes of those programs
- tracking and evaluation of the Health IM initiative
- the development and implementation of a public safety strategy with the City of Thompson and the RCMP

Conclusion

Manitoba Justice's core focus is keeping Manitobans safe. We will achieve this by addressing crime and stopping the proliferation of illicit drugs in our communities. Provincial leadership will be essential in attaining our goals.

Manitoba's *Policing and Public Safety Strategy* will help keep Manitobans safe in their homes and neighbourhoods by disrupting and suppressing gangs and other criminal organizations, and stopping the flow of illegal firearms and illicit drugs.

Manitoba Justice will use a variety of tools to accomplish these goals, including increased intelligence and information sharing, more effective use of technology and data analytics, targeted strategies for high-crime communities, and freeing up police resources to focus on apprehending serious criminal offenders.

The department also recognizes that police need to build strong community partnerships to accomplish their goals. That is why Manitoba Justice will also facilitate community-based solutions to crime through police partnerships with Indigenous leadership, public safety education and community mobilization.

Our strategy will work to reduce crime so that Manitobans never have to feel unsafe in their homes or communities. This is an ongoing process and Manitoba Justice is committed to closely monitoring the results of the *Policing and Public Safety Strategy* to drive further improvements to keep Manitobans safe.

Appendix 1 – List of Manitoba Justice Stakeholders

Police Agencies:

- Altona Police Service
- Brandon Police Service (BPS)
- Cornwallis Police Service
- Manitoba First Nations Police Service
- Morden Police Service
- Rivers Police Service
- Royal Canadian Mounted Police (RCMP)
- Ste. Anne Police Department
- Springfield Police Service
- Victoria Beach Police Service
- Winkler Police Service
- Winnipeg Police Service (WPS)

Restorative Justice Organizations:

- Cross Lake First Nation Indigenous Justice Program
- Community Justice Committees:
 - Ashern Justice Committee
 - Assiniboine Community Justice Committee
 - Beausejour & District Community Corrections Committee
 - Boissevain Justice Committee
 - Carman Community Justice Committee
 - Cross Lake Justice Committee
 - Dauphin Justice Committee
 - Easterville Chemawawin Judicial Alternatives for Youth & Family Committee
 - Garden Hill Justice Committee
 - Gillam Youth Justice Committee
 - Gimli Restitution & Reconciliation Community Committee
 - God's Lake Justice Committee

-
- o Grand Rapids Elders Justice
 - o Grunthal and DeSalaberry Community Justice Committee
 - o Hollow Water Justice Committee
 - o Killarney and District Justice Committee
 - o Lac Brochet Justice Committee
 - o Long Plain Justice Committee
 - o Mosakahiken O-Nusi-Weh-Inni-Wuk (Moose Lake) Justice Committee
 - o Morden Community Justice Committee
 - o Nisichawayasihk O-Tha'-So-We (Nelson House) Justice Committee
 - o Niverville Youth Justice Committee
 - o Norway House Justice Committee
 - o Ochekiwanasowewin (Fisher River) Justice Committee
 - o Opaskwayak Cree Nation Justice Committee
 - o Oxford House Justice Committee
 - o Peguis Justice Committee
 - o Pinaymootang (Fairford) Justice Committee
 - o Pine Creek Justice Committee
 - o Portage Justice Committee
 - o Pukatawagan Justice committee
 - o Rhineland Area Justice Committee
 - o Riverdale Community Justice Committee
 - o Sagkeeng (Fort Alexander) Justice Committee
 - o Sapotawetak (Pelican Rapids) Justice Committee
 - o Selkirk Restitution & Reconciliation Committee
 - o Shamattawa Justice Committee
 - o Souris Valley Youth Justice Committee
 - o Split Lake Justice Committee
 - o Spruce Plains Community Committee
 - o Ste. Anne Restitution Committee
 - o St. Theresa Point Justice Committee

-
- o Steinbach Alternatives Committee
 - o Swan River Community Youth Justice Committee
 - o Wasagamack Justice Committee
 - o Waywayseecappo Justice Committee
 - o Winkler and Area Community Justice Committee
 - o Virden Justice Committee
 - o Yellowhead Justice Committee

 - Fisher River Cree Nation Ochekwiwanasowewin Restorative Justice
 - Hollow Water First Nation Community Holistic Circle Healing Program
 - Manitoba Keewatinowi Okimakanak (MKO) First Nations Justice Strategy
 - Manitoba Métis Federation (MMF) Community Justice Program
 - Manitoba Métis Federation (MMF) Thompson Community Justice Program
 - Mediation Services - Winnipeg
 - Norway House Cree Nation Restorative Community Justice Strategy Program
 - Southern Chiefs Organization (SCO) Restorative Justice Program
 - St. Theresa Point First Nation Justice Program
 - Onashowewin - Bloodvein
 - Onashowewin - Winnipeg
 - Salvation Army

Community Mobilization/Hub Tables:

- Block by Block (Thunderwing) – Winnipeg
- commUNITY – Altona
- Community Care Program – Winkler
- Dauphin At Risk Teens (DART) – Dauphin
- Families and Youth Resource Support Team (FYRST) – Gimli
- Headway – Steinbach
- Portage Hub – Portage la Prairie
- Selkirk Team for At Risk Teens (START) – Selkirk
- Southwest Teens At Risk (STAR) – Stonewall
- Swan Valley Hub – Swan River
- Thompson Hub - Thompson
- Westman Hub – Brandon

