

# The Environment for Policing in Winnipeg 2025









# Contents

Introduction	4	Financial	17
City of Winnipeg	5	Collaboration and Partnerships	19
Physical Environment	6	Policing & Public Safety Partners	19
Data	7	Current and Ongoing Programs and Initiatives	19
2024 WPS Statistical Report Highlights	7	Policy, Legislation, and Court Decisions	21
Policing Resources	11	Policy	21
Demands for Service	12	Legislation	22
Socio-Economic Factors	14	Court Decisions	22
Community	16	References, Reports, Policies, and Influences	24
Priorities and Expectations	16		
Perceptions of Safety	16		





# Introduction

## Land and Water Acknowledgement

Winnipeg is located in Treaty One Territory, the home and traditional lands of the Anishinaabe (Ojibwe), Inineu (Cree), and Dakota peoples, and in the National Homeland of the Red River Métis. Our drinking water comes from Shoal Lake 40 First Nation, in Treaty Three Territory.

The Winnipeg Police Board recognizes the importance of First Nations, Inuit, and Métis Peoples (also referenced in this document as Indigenous Peoples and governments) connected to Winnipeg’s history, and the vibrant, diverse people who make up Indigenous communities today.

The Winnipeg Police Board acknowledges the harms and mistakes of the past, and is dedicated to upholding Indigenous rights, and to moving forward in partnership with Indigenous communities in a spirit of truth, reconciliation and collaboration towards a culture of safety for all.

## Introduction

The Winnipeg Police Board (“the Board”) has a mandate to establish priorities and objectives for the Winnipeg Police Service (“the WPS”), and to ensure the provision of policing that meets the community’s needs and expectations.

Each year, the Board publishes an environmental report to capture the Board’s understanding of the priorities and issues relating to policing that matter to residents of Winnipeg.

This report is designed to represent the broad range of factors that impact and influence policing in the City of Winnipeg, and to start a dialogue between the Board and the community about these issues, as well as encourage residents to participate in discussions about the future of policing in Winnipeg.

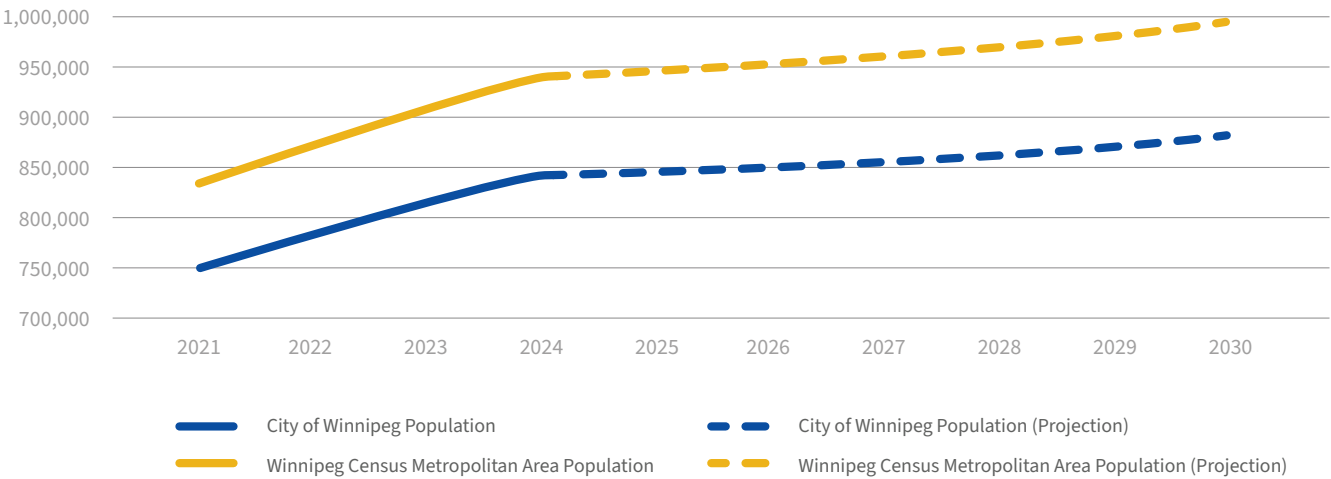
Citizens are encouraged to provide their input to the Board by appearing as a delegation at the Board’s quarterly public meetings, by written submission or by contacting the Board directly via email, mail or phone. For more information, please visit the Board’s website: [www.winnipegpoliceboard.ca](http://www.winnipegpoliceboard.ca).



# City of Winnipeg

## Population

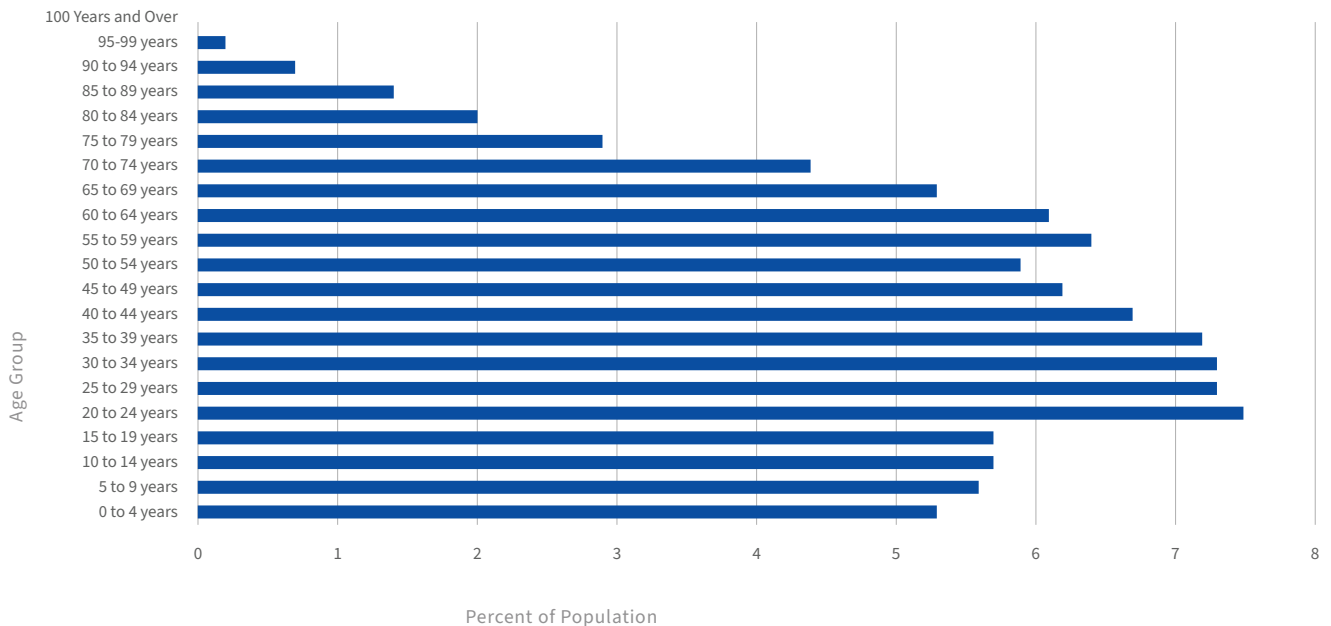
The population of the City of Winnipeg and surrounding area has increased substantially in the last five years.



**Note:** The Winnipeg Census Metropolitan Area (CMA) is defined by Statistics Canada and includes the following municipalities: East St. Paul, Headingley, Macdonald, Niverville, Ritchot, Rosser, Springfield, St. Clements, St. Francois Xavier, Tache, West St. Paul, and the City of Winnipeg.

## Demographics

### City of Winnipeg Population by Age Group



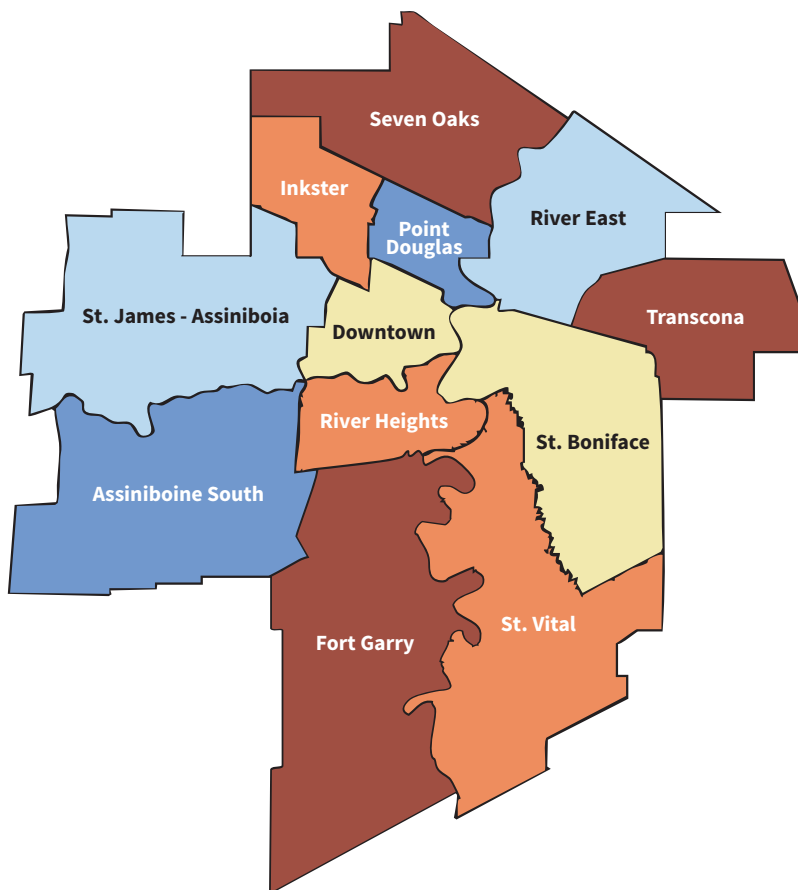


- Per capita, Winnipeg has the highest Indigenous population among major Canadian cities.
- 12% of Winnipeggers have Indigenous identity, including 5.2% who identify as First Nations and 6.4% who identify as Metis.
- Over 33% of Winnipeggers are members of a visible minority.
- Approximately 1 in 4 Winnipeggers are persons who are or have ever been landed immigrants or permanent residents.
- The first language of more than 1 in 4 Winnipeggers is a language other than English or French.

## Physical Environment

The City of Winnipeg has grown considerably in recent years. Between 2016 and 2021, the Winnipeg CMA experienced the highest proportional rate of urban sprawl among comparable CMAs in a Statistics Canada study. Growth in the physical layout of the City of Winnipeg, combined with population increases, has impacted the number of events that WPS responds to in various areas of the city.

### Percent Change in Dispatched Events: 2024 vs 2017



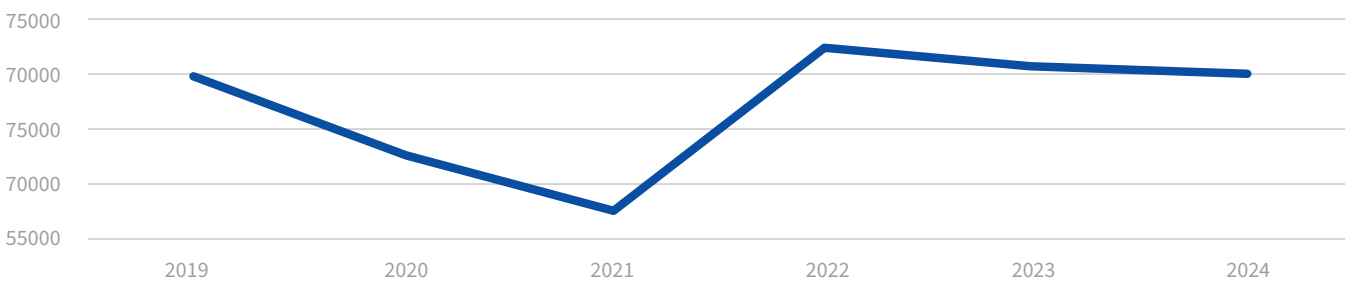
Community	Percent Change: 2024 vs 2017
Transcona	35.6%
Seven Oaks	23.8%
Fort Garry	17.5%
River Heights	12.4%
Inkster	9.8%
St. Vital	7.7%
St. Boniface	4.6%
Downtown	3.8%
St. James - Assiniboia	-1.7%
River East	-2.5%
Assiniboine South	-7.8%
Point Douglas	-9.0%



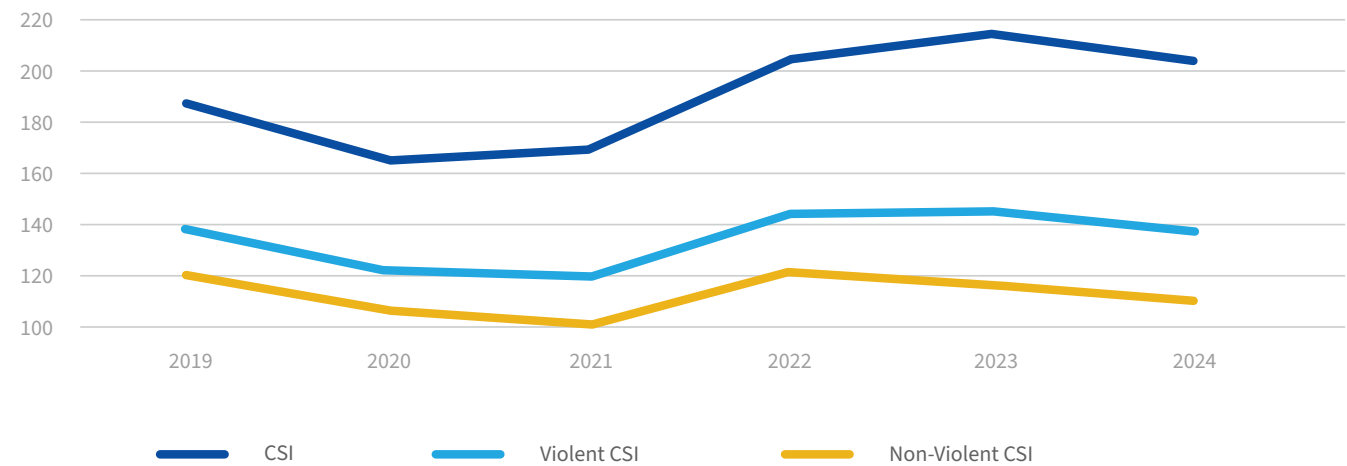
# Data

## 2024 WPS Statistical Report

Total – All Crimes

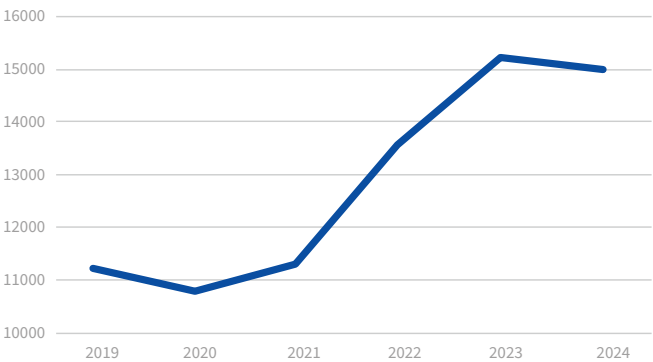


Crime Severity Index (CSI)

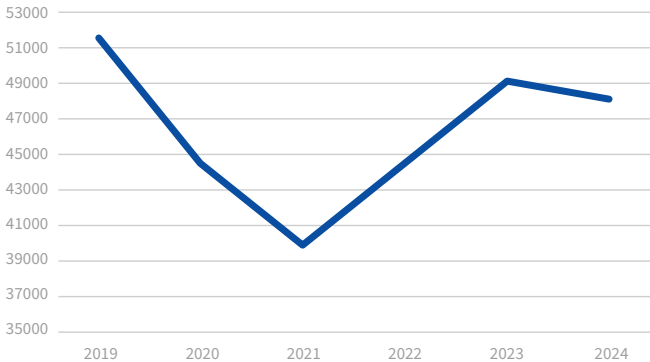


- In 2023, Winnipeg had the highest CSI and Violent-CSI among Canadian cities with more than 500,000 people.

Violent Crimes

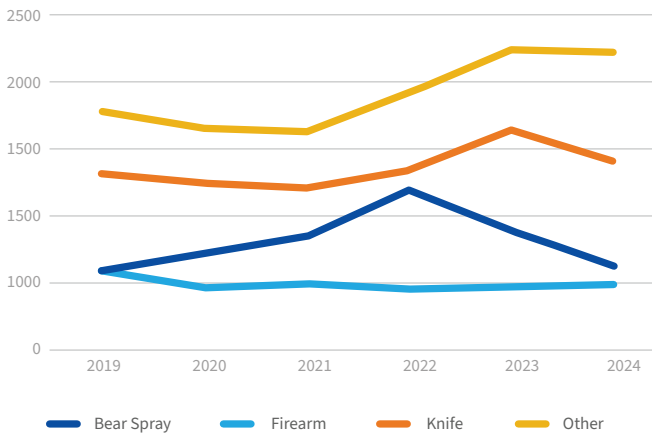


Property Crimes

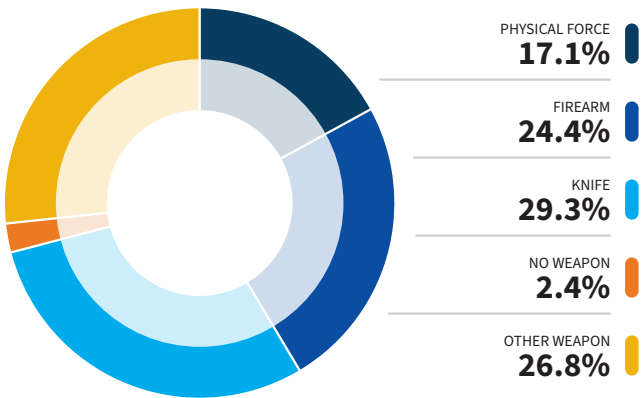




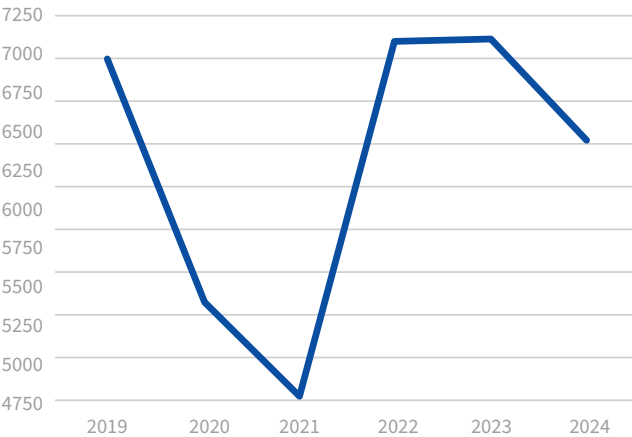
Violent Crimes by Weapon Type



Homicides by Weapon



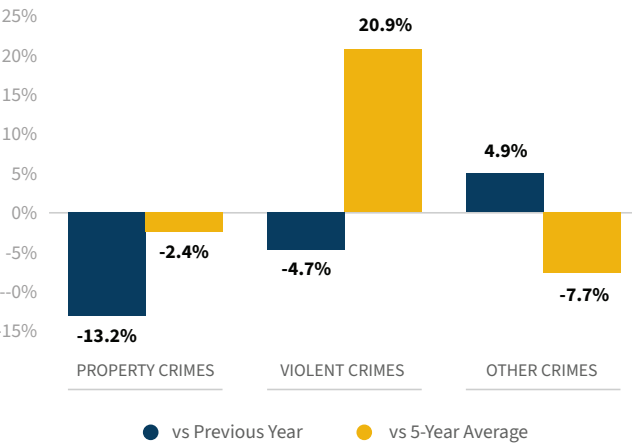
Downtown Zone Crime Volume



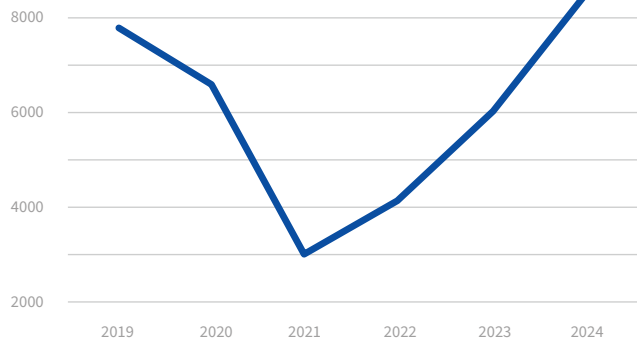
Downtown Zone Map



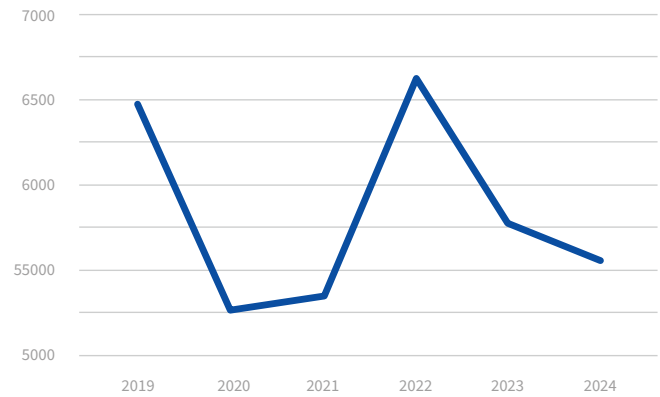
Downtown Zone – Crime Rate Changes



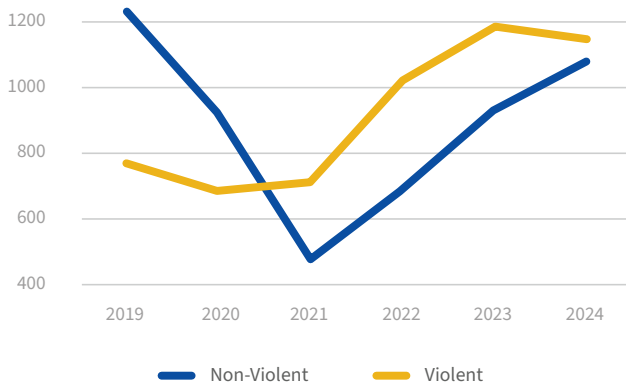
*Shoplifting \$5000 or Under*



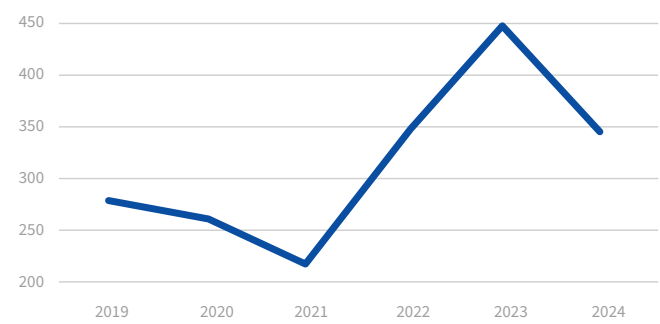
*Break & Enter*



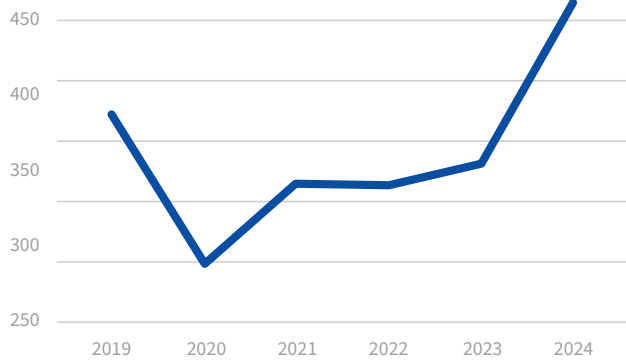
*Crimes by Youth*



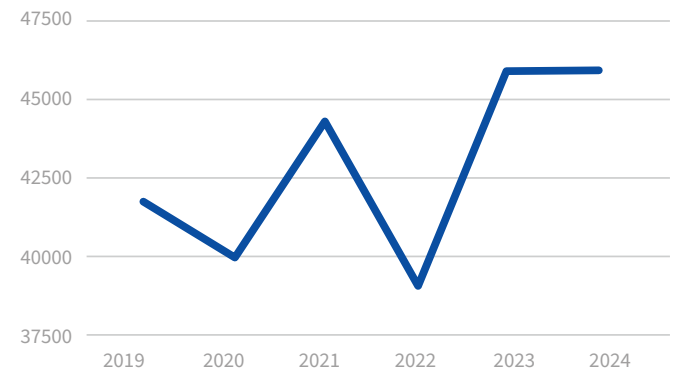
*Violent Crimes by Youth Involving a Weapon*



*Criminal Impaired Driving Offences*

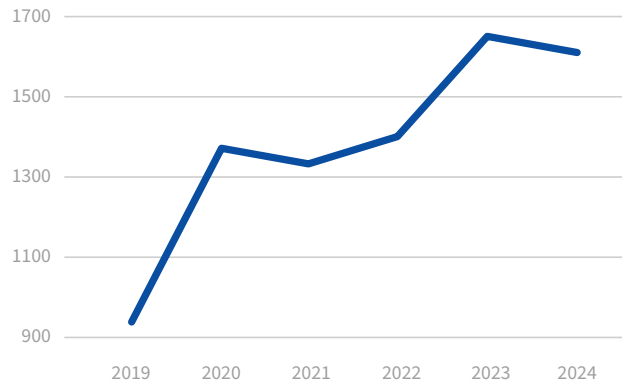


*Officer Enforced Traffic Violations*

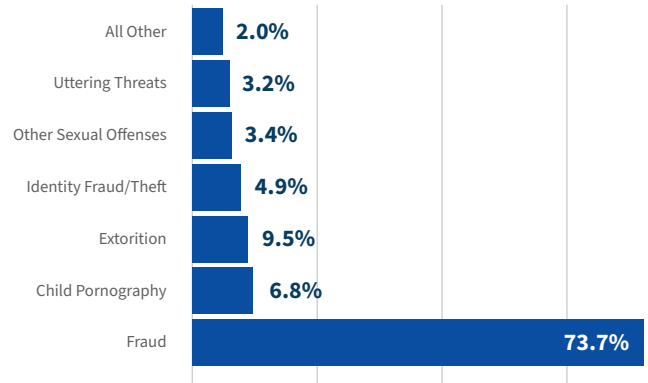




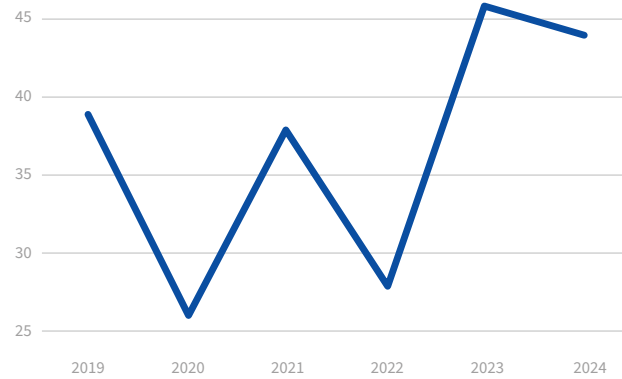
## Cybercrime



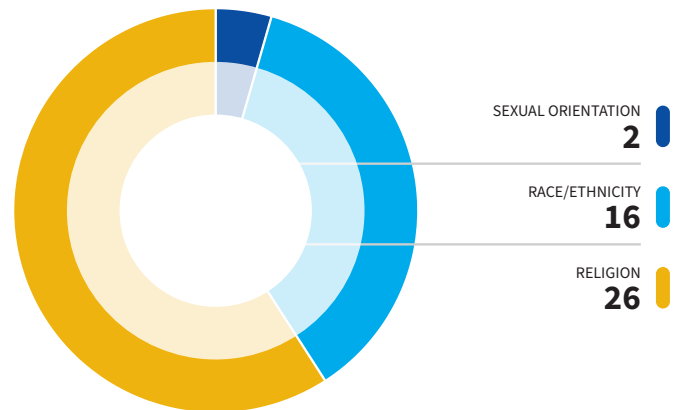
## Cybercrime by Category



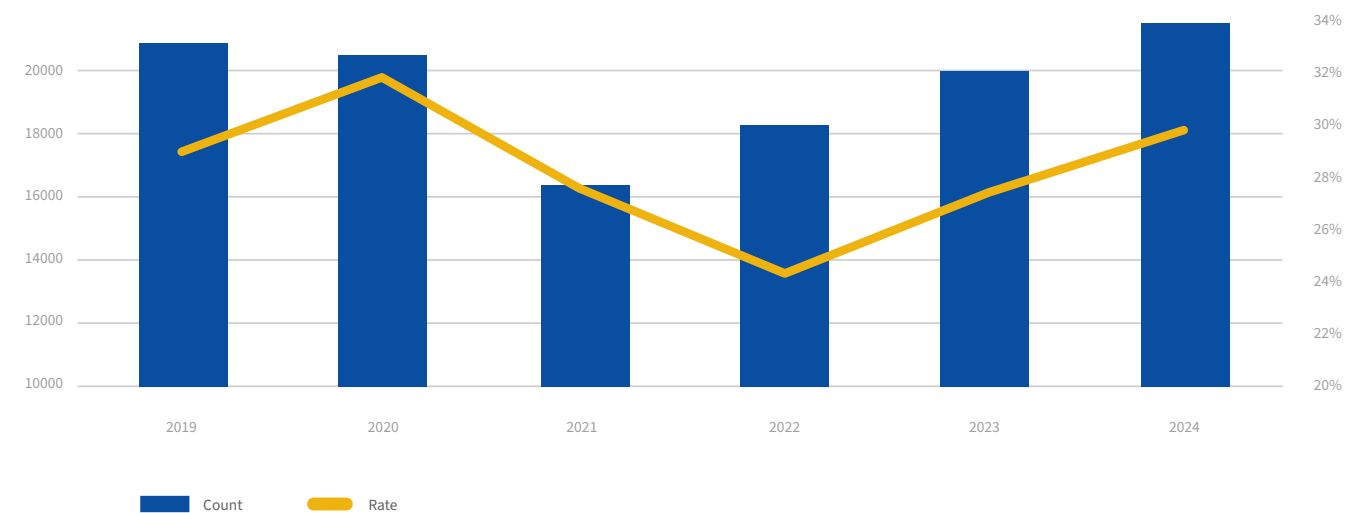
## Hate Crimes



## 2024 Hate Crimes by Type



## Crime Clearance

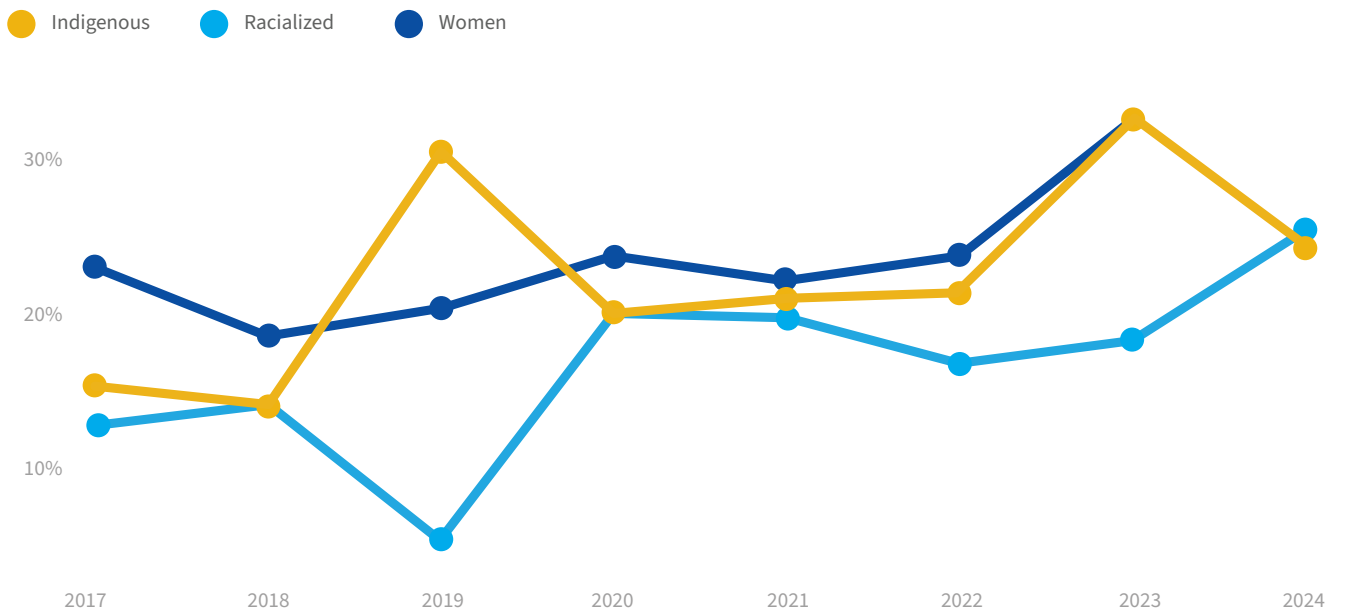


Policing Resources

Service Demographics

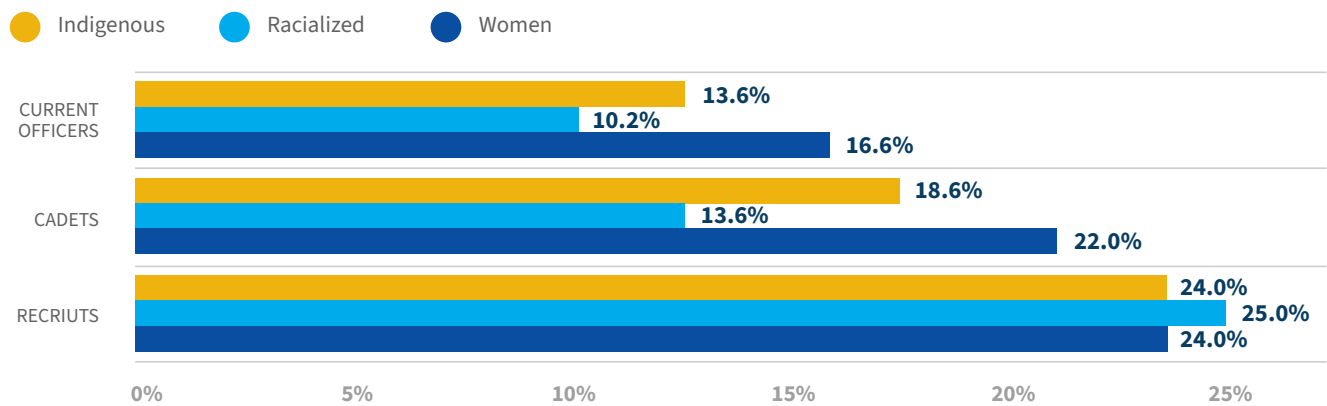
<b>1</b>	<b>3</b>	<b>5</b>	<b>20</b>	<b>27</b>	<b>93</b>	<b>190</b>	<b>1051</b>
Chief	Deputy Chiefs	Superintendents	Inspectors	Staff Sergeants	Sergeants	Patrol/Detective Sergeants	Constables
Police Officers		<b>1390</b> Authorized Officers	<b>14%</b> Indigenous Peoples	<b>10%</b> Racialized Peoples	<b>17%</b> Women		
Professional Staff		<b>607</b> Civilian Members	<b>11%</b> Indigenous Peoples	<b>13%</b> Racialized Peoples	<b>53%</b> Women		
Auxiliary Cadets		<b>68</b> Authorized Cadets	<b>19%</b> Indigenous Peoples	<b>14%</b> Racialized Peoples	<b>22%</b> Women		
Police Recruits (2024)		<b>96</b> Recruits in 2024	<b>24%</b> Indigenous Peoples	<b>25%</b> Racialized Peoples	<b>24%</b> Women		

Member Demographics

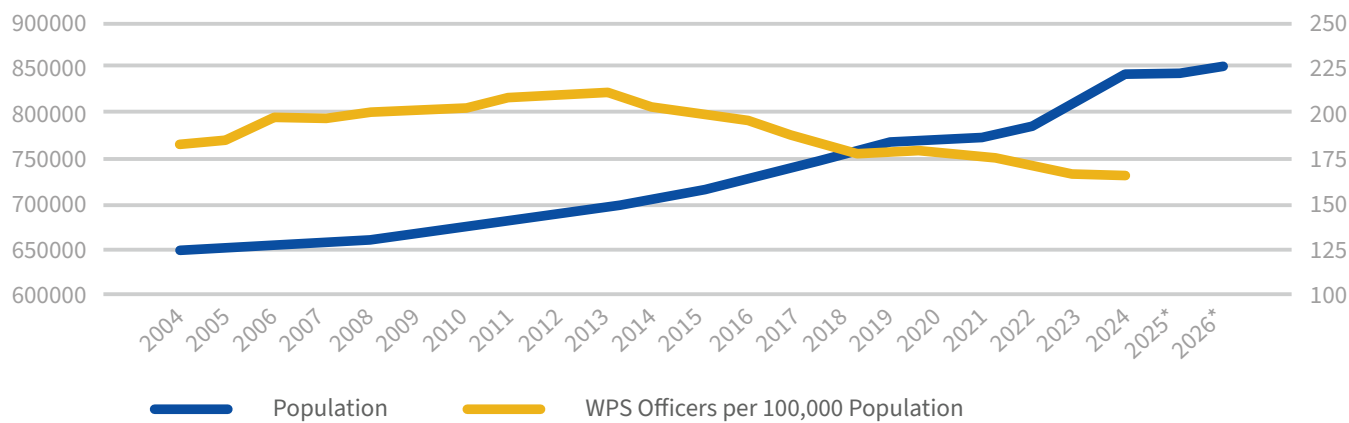




Member Demographics (2024)



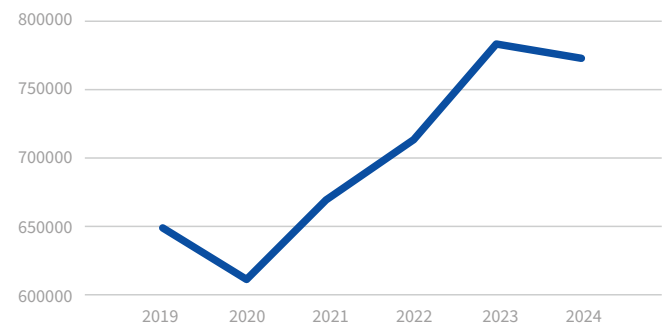
Officer Compliment



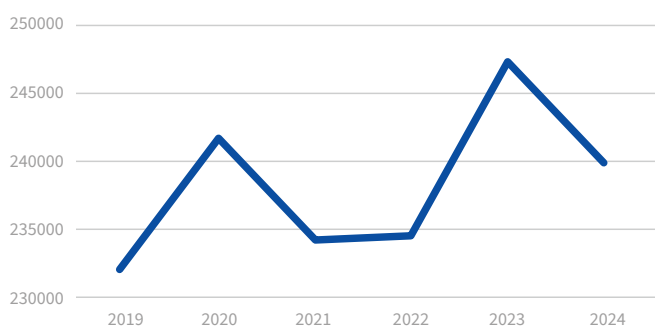
- Since 2021, the number of police officers per 100,000 citizens has decreased by 6%, while the city’s population has grown by 9%.

Demands for Service

Total Calls to Communication Centre

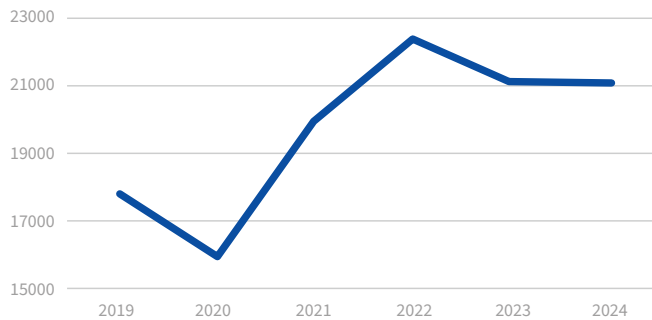


Total Dispatched Events



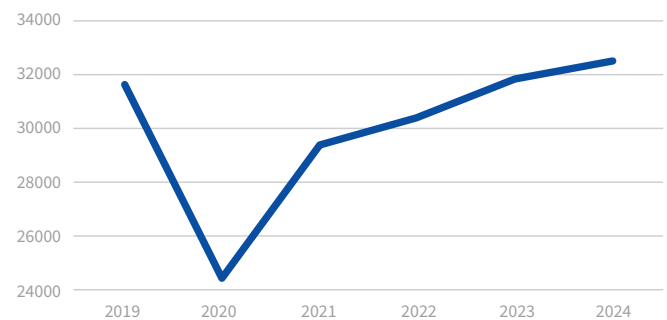
- In 2024, an average of 85 calls per hour were received in the Communications Centre.

### Total Emergency Dispatched Events



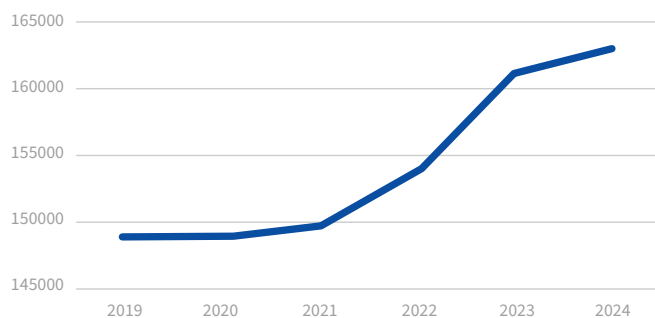
- Emergency events are the highest priority as there is a risk of serious bodily harm or loss of life.

### Total Non-Dispatched Events

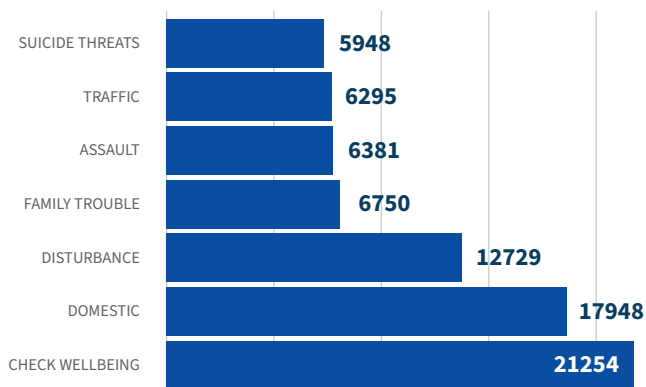


- A non-dispatched event is typically an instance where the subject activity has ended (e.g. a shoplifting where the perpetrator has left the scene) or where there is no present risk to persons or property. These events require follow-up action or investigation but do not necessarily require an immediate dispatch of police resources.
- An increase in non-dispatched events, combined with relatively stable total calls and dispatched events, suggests that policing resources are at a 'saturation point' of events that they are immediately able to respond to.

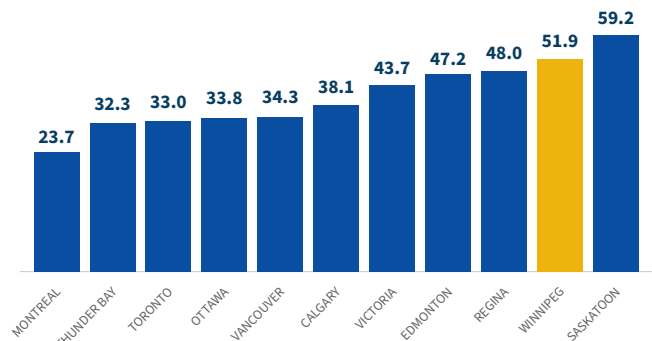
### Citizen-Generated Events



### 2024 Citizen-Generated Dispatched Events by Category



### Criminal Caseload per Officer, by Municipality



This data reflects the average caseload of active criminal investigations but is not necessarily exhaustive of the total workload of police. Other duties include prevention efforts and non-criminal investigations such as missing persons.



## Socio-Economic Factors

It is acknowledged that a significant intersection exists between socio-economic inequalities and crime. Many people coming into contact with police face challenges that may include mental health crisis, addictions, homelessness, poverty, and/or the residual and ongoing impacts of colonization.

Police have a role to play in addressing circumstances that arise from these intersections but are not equipped to resolve these deep and interconnected issues in isolation. Marginalized populations often feature complex experiences, and addressing those challenges must be done in tandem with efforts across all systems to promote public safety and wellbeing in our community.

### Homelessness

- The 2022 Winnipeg Street Census conducted by End Homelessness Winnipeg observed 1,256 people experiencing homelessness in Winnipeg, with an estimated total homeless population estimated at over 4,000.
- Homeless and street-involved youth were 6 times more likely to be victims of crime than the general population.

### Poverty

- More than 1 in 8 (13% or almost 92,000) people in Winnipeg live in poverty.
- Almost 1 in 5 children in Winnipeg live in poverty. Over 1/3 of all Indigenous children live in poverty. 48% of recent immigrant children aged 0-5 years live in poverty.
- Manitoba has the highest rate of deep income poverty (having an income below 75% of the poverty line) in Canada, at 6.9% of the population, and a total poverty rate of 11.9%.



### Addictions, Mental Health, and Wellbeing

- In 2024, WPS responded to 21,254 Check Wellbeing calls for service. Check Wellbeing has remained the top citizen-generated dispatched event since 2020.
- WPS officers administered Narcan during 255 events in 2024.

- A total of 2,199 events were logged for the Alternative Response to Citizens in Crisis (ARCC) program in 2024. 40 ARCC clients were proactively supported, and 98% of all ARCC clients remained in the community.
- Substance-related deaths are tracked by the Province of Manitoba. In 2024, 570 substance-related deaths were reported. There were 568 in 2023 and 467 in 2022.
- From 2016 to 2023, the Winnipeg Fire Paramedic Service (WFPS) recorded a 1,372% increase in the number of medical calls related to the use of opiates.



- In October 2024, the Manitoba Government initiated a review of The Mental Health Act, which governs the way police and health systems interact with persons in mental health crisis.

## Indigenous Peoples

Indigenous people have been, and remain, overrepresented in our criminal justice system. This includes a disproportionately high frequency of victimization, incarceration, and re-involvement. Monumental work has been done to bring a greater awareness among Canadians to account for the harm inflicted in the past, and to understand Indigenous peoples, governments and culture.

- The Aboriginal Justice Inquiry (AJI) explored issues of racism, cultural sensitivity and accountability in policing in the wake of the fatal shooting of J.J. Harper by police. The AJI made recommendations to guide improvement in the quality, delivery, and oversight of policing.
- The Truth and Reconciliation Commission Report (TRC) detailed the experiences and voices of Indigenous peoples and provided Calls to Action for broad change to social institutions, including the criminal justice system.
- The Missing and Murdered Women and Girls (MMIWG) Inquiry's Calls to Justice represent ways to bring transformational change in systemic and social values that protect and empower vulnerable populations.
- The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) recognizes rights of Indigenous peoples in freedom from discrimination, self-determination, recognition as distinct peoples, and to free, prior and informed consent.

The Board is committed to the principle that every person has a right to the provision of police services in a fair and equitable manner that respects the inherent rights, worth and dignity of all persons. This is the fundamental pillar of our [Bias-Free Policing Policy](#).



# Community

The Board conducts regular public engagement with citizens, community organizations, businesses, and public safety stakeholders to gauge the needs, values, and expectations of the community.

Surveys are also conducted on a bi-annual basis to collect empirical data on the community's perceptions of safety and policing activities. Each year, the Board publishes a Communication Plan that details the steps that will be taken to facilitate communication between the Board, Service, and the public.

## Priorities and Expectations

- In 2024, the top five rated police activities by importance amongst citizens were responding promptly to calls for service, conducting criminal investigations, gang enforcement, crime prevention, and efforts to combat drug dealing.
- There has been a steady decline in public confidence in the WPS, declining from 81% in 2015 to 58% in 2024.
- Less than half (45%) of Winnipeggers say the police are doing an excellent or very good job. This has decreased considerably (from 64%) since 2019. Most people (64%) who contacted the WPS in 2024 were satisfied with the interaction.
- More than three times as many Winnipeggers believe the WPS is underfunded (38%) than overfunded (12%). 50% believe there are too few police officers in the City of Winnipeg.
- 76% of Winnipeggers have at least moderate trust in the WPS for local public safety news. This is higher than the 62% who have similar trust in how the local media reports about the WPS.

## Perceptions of Safety

- The majority of Winnipeggers (82%) rate the overall quality of life in the City as very good or good. This has dropped from a high of 97% in 2020.
- 72% of Winnipeggers believe that crime has increased in Winnipeg in the past year. 54% believe Winnipeg has more crime than other Canadian cities.
- Perceptions of downtown safety are very low. Just 50% of Winnipeggers feel very or reasonably safe alone downtown during the day, and just 9% feel safe downtown at night while alone.
- Amongst several types of crime and safety issues, Winnipeggers tend to rate property crime and drug use as the most serious problems in their neighborhood. Those living in inner-city neighbourhoods rated these issues as more serious.

# Financial

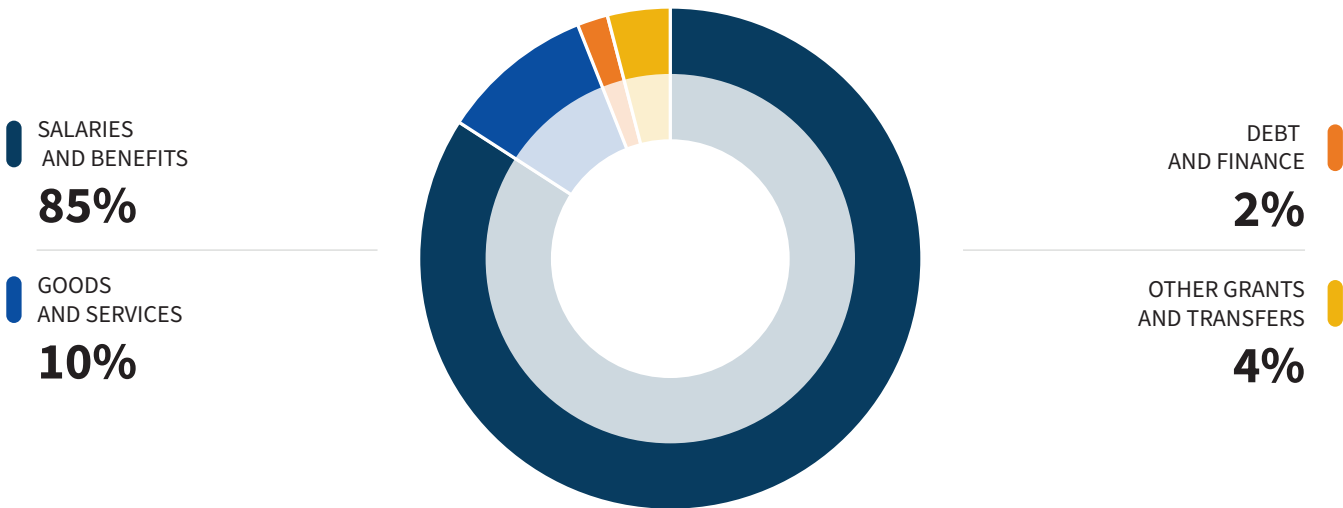
## 2025 Adopted Budget

Operating Budget (in millions of \$)	2023 Actual	2024 Budget	2025 Preliminary Budget	Expl.	2026 Projection	2027 Projection
Service revenue	27.791	23.957	25.878		25.971	26.054
Provincial funding (service specific)	9.912	30.385	33.673		34.751	35.643
<b>Revenues</b>	<b>57.703</b>	<b>54.342</b>	<b>59.552</b>	<b>1</b>	<b>60.722</b>	<b>61.697</b>
Salaries and benefits	266.162	284.220	298.440		315.433	323.980
Services	19.763	21.496	24.159		25.020	26.423
Materials, parts, and supplies	7.504	7.377	7.190		6.921	6.945
Assets and purchases	3.663	2.349	2.632		3.083	2.530
Grants, transfers and other	11.401	5.645	7.516		6.216	6.224
Recoveries	(0.559)	(0.655)	(0.667)		(0.673)	(0.675)
<b>Operating expenses</b>	<b>307.933</b>	<b>320.431</b>	<b>339.269</b>		<b>356.001</b>	<b>365.428</b>
Transfer to Capital	-	-	-		-	-
Debt and finance charges	10.421	11.894	13.385		14.425	15.107
<b>Total Expenses</b>	<b>318.354</b>	<b>332.325</b>	<b>352.654</b>	<b>2</b>	<b>370.426</b>	<b>380.535</b>
<b>Mill Rate Support/ (Contribution)</b>	<b>260.651</b>	<b>277.983</b>	<b>293.102</b>		<b>309.704</b>	<b>318.837</b>
<b>Full-time Equivalent Positions</b>	<b>1,952</b>	<b>2,005</b>	<b>2,018</b>		<b>2,037</b>	<b>2,049</b>

The contributing departments are 99.9% Police Service and 0.1% Winnipeg Police Board, under City Clerks.



2025 Winnipeg Police Service Budget Overview (Expenditures)



The City of Winnipeg’s Adopted Budget for 2025 includes funding for:

- 36 new police officers and additional patrol cars over two years.
- Increased resources for Winnipeg’s Community Safety Team and Winnipeg Fire Paramedic Service
- \$1 million for community-based crime prevention through youth recreation programming in high-needs neighbourhoods.

Funding Contributions

Provincial Government

- In 2024, the Manitoba Government provided \$30.4 million in total police funding to the City of Winnipeg. In 2025, a total of \$30.5 million in financial support from the province is anticipated, including \$24.7 million in public safety basket funding
- Manitoba is providing funding to offset the costs of WPS participation in the Manitoba Integrated Violent Offender Apprehension Unit, Manitoba Integrated Missing Persons Coordination Centre, Downtown Safety, and Firearms Investigative Analysis initiatives.

- Manitoba’s Budget 2025 includes a commitment of \$3 million for 12 new officer positions in the Winnipeg Police Service.

Federal Government

- As part of the Government of Canada’s ban on assault-style firearms, a buyback program has been established to provide compensation for eligible businesses and individuals who possess these prohibited firearms. The WPS has entered into an agreement with the Government of Canada to administer the collection of included firearms and associated administration of the program, with Canada covering all costs of this program.
- In May 2023, the federal government announced a five-year plan to invest \$390 million in programs to help stop gun crime and gang violence before it starts. Manitoba has been allocated \$23.1 million under the Initiative to Take Action Against Gun and Gang Violence for the 2023-2028 period. The WPS receives a portion of these funds from the provincial government.



# Collaboration and Partnerships

## Policing & Public Safety Partners

- With funding from Manitoba Justice, the WPS participated in specialized policing units staffed with law enforcement personnel from throughout Manitoba. Current integrated policing teams include the Manitoba Integrated Violent Offender Apprehension Unit and Manitoba Integrated Missing Persons Coordination Centre.
- The WPS and the Downtown Community Safety Partnership (DCSP) work closely and collaboratively in the Downtown area to promote safety and provide an effective and appropriate response to people in need.
- The Community Safety Team patrols on and around the Winnipeg Transit system, including riding on buses, in marked vehicles, and on-foot around Downtown Transit hubs. The Community Safety Team contribute to the multi-faceted and layered resources that work towards improving safety in the City of Winnipeg.
- Grassroots organizations such as the Bear Clan Patrol Inc., Mama Bear Clan, and others are invaluable partners in the community.
- The Toba Centre for Children & Youth provides a safe, child-friendly setting for children impacted by abuse or witness to violence, and their caregivers, to meet with service providers, be interviewed by highly trained forensic interviewers and receive case navigation support services aimed at ensuring the well-being and recovery of children and their families.

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## Current and Ongoing Programs and Initiatives

### Alternative Response to Citizens in Crisis (ARCC)

ARCC is a joint undertaking between Shared Health and the WPS. The mandate is to provide collaborative on-scene trauma-informed responses to individuals in high-risk situations related to mental health and/or addiction issues in the City of Winnipeg. ARCC pairs police officers with mental health clinicians to bring mental health services into the community in response to certain calls for service. ARCC provides reactive and proactive services to people in need, reducing the demand on policing, health, and mental health resources.

### Retail Theft

In 2024, the WPS entered into a Violent Crime and Retail Theft (VCRT) initiative to target and disrupt increasingly common instances of shoplifting, robberies, and public nuisance in hotspot locations. With funding from the Province of Manitoba, officers were deployed on an over-time basis.

The VCRT initiative produced demonstrable positive results. With the expiry of Provincial funding at the end of 2024, the WPS integrated the key pillars of the initiative into its regular operations to ensure that targeted enforcement, a visible police presence at

retail locations, and engagement with the business community continue into the future.

## Project Surge

In 2023, the WPS observed an escalation of incidents involving random acts of violence perpetrated by youths. Through investigation, it became apparent that numerous youths previously identified and arrested were repeatedly involved in many of these criminal acts. The investigation also revealed that many of these youths experienced previous traumatic backgrounds and real-time social and familial constraints requiring social supports that go beyond what the police and justice system can address.

Project Surge was created as a person-focused investigation with a goal to identify youth who have demonstrated an elevated or high risk of committing violent acts, and to collaborate with agencies that can address some of the behavioural root causes and offer intensive services and support to these individuals. Project Surge involves the collective and collaborative efforts of partners including the Manitoba Prosecution Service, Child and Family Services, cultural supports, gang turn-around programming, and the retail sector.

## Gang Life Is No Life

In partnership with The Link, the Manitoba Association of Chiefs of Police Organized Crime Committee, and Manitoba Justice, the Gang Life Is No Life campaign connected with at-risk youth aged 13-17 through targeted social media promotion. The campaign uses video game-style short videos to touch on aspects of gang life including threats, coercion, sexual exploitation and gun violence. They encourage youth who need help getting out of gang life to connect with resources through text messaging.

The Gang Life Is No Life campaign has led to over two hundred engagements with youth seeking resources and assistance through The Link to exit high-risk circumstances.

Additionally, the Winnipeg Police Service has increased its gang prevention activities by employing two Gang Prevention & Exit Coordinators to work with at-risk youth. The Coordinators visit with students and youth for education and proactive prevention initiatives and work directly with individuals exiting gang life.

## Public Events

The WPS Special Events Unit and Police Liaison Teams monitors current and emerging public order events and proactively communicates, educates, and de-escalates where required to ensure that these events are peaceful, lawful, and safe. The WPS monitored 547 major public events, including mass assemblies, demonstrations, and protests in 2024 with a total of 19,589 hours of police resources assigned.

## Supervised Consumption Site

In July 2024, the Province of Manitoba announced funding for the opening of a supervised consumption site in the City of Winnipeg. Manitoba is working with the WPS and others on a community safety plan, including enforcement of any exploitation or drug trafficking near the site.

## Technology

The Connected Officer Program equips frontline officers with smartphones, police applications, and mobile access to police databases. These tools have improved the efficiency of report processing, evidence gathering, and overall police response. Further implementation of the Connected Officer Program will continue in 2025. Other planned improvements include service-wide implementation of the digital evidence management system (DEMS) and upgrades to the video recording system used in police interview rooms.

# Policy, Legislation, and Court Decisions

## Policy

- 2025 marks the beginning of the Board's next multi-year strategic planning phase. The 2026-2030 Winnipeg Police Board Strategic Plan will be informed by this report, extensive community engagement, and in cooperation with the WPS. Further information on how to contribute to this process will be posted on [the Board's website](#).
- [OurWinnipeg 2045](#) is the City of Winnipeg's development plan, which sets a vision for the city for a 25-year period. OurWinnipeg 2045 consists of 21 objectives and 137 policy statements consistent with the 2011 OurWinnipeg report's policy directions, but contain emphasis in several areas, including:
  - › Poverty reduction, innovation and green solutions as economic drivers
  - › Social determinants of health and health equity
  - › Removing systemic barriers
  - › Collective impact for community benefit
  - › Decision-making criteria for proactive solutions
- The current Winnipeg City Council [Strategic Priorities Action Plan](#) includes key priority themes of ensuring a livable, safe, healthy, happy city and making downtown Winnipeg a vibrant, safe, clean, and welcoming heart of the city.
- In November 2024, the Manitoba Government released its Public Safety Strategy: [Safer Neighbourhoods, Safer Downtowns](#). The provincial strategy aims to tackle violent crime and retail theft, addressing root causes of crime, and promotes rehabilitation.

- [Your Way Home, Manitoba's Plan to End Chronic Homelessness](#) was announced in January 2025. The City of Winnipeg, in partnership with the Province of Manitoba, will work towards ending chronic homelessness that too often intersects with public safety for those individuals experiencing homelessness, as well as surrounding communities.

## Legislation

### Bill 39 - The Long-Bladed Weapon Control Act

The Long-Bladed Weapon Control Act imposes restrictions and requirements on the sale of long-bladed weapons such as machetes. Long-bladed weapons cannot be sold to anyone under the age of 18 and must be kept in areas not accessible to the public without the assistance of retail staff. Purchasers must produce photo identification to the retailer and the purchaser's information must be recorded, stored, and subject to inspection. Bill 39 took effect December 31, 2024.

### Bill 7 - The Police Services Amendment Act (Enhancing Independent Investigation Unit Operations)

The Police Services Amendment Act (Enhancing Independent Investigations Unit) deals with the operations of the Independent Investigations Unit (IIU), which is responsible for investigating cases of police officer misconduct that may involve criminal offences. [Bill 7](#) was proclaimed April 15, 2025, including provisions creating community liaison positions that would provide information about the status of an investigation to family members of affected persons and the broader community, and bring any family or community concerns to the IIU.



## Court Decisions

### Inquest – Chommany (Re)

Viengxay Chommany died on August 4, 2019, after being restrained during an arrest by WPS officers. Police were called to Chommany's home to assist in controlling his behavior attributed to mental illness. He was observed having characteristics of an agitated chaotic event (ACE), or what was historically described as "excited delirium". Chommany fled from responding officers, a foot chase ensued, and he was eventually restrained. While being restrained, Mr. Chommany stopped breathing and later died.

On October 25, 2024, the Inquest Judge issued a report that recommended the continued support and funding for the ARCC program. Several other recommendations were made, including changes to the way police are trained in and respond to ACE incidents, the establishment of a joint specialized unit of WPS officers and Winnipeg Fire Paramedic Service (WFPS) personnel for incidents where police and health services are needed, and protocols or guidelines for handling critical incidents where witnesses include family members of the affected person.

### Inquest – Fosseneuve, Gagnon, Bago, Thompson, and Cochrane (Re)

The deaths of Matthew Fosseneuve, Patrick Gagnon, Michael Bagot, Sean Thompson and Randy Cochrane, which occurred over a one-year period between 2018 and 2019, were considered by the Court in a single Inquest. In each case, the deceased had methamphetamine or cocaine in their system and was displaying hyperactive agitated behavior that caused emergency medical and police responses. In the course of being restrained, each suffered medical incidents and subsequently died.

This Inquest considered many of the same factors as the Chommany Inquest. The Court recommended the continued support of all levels of government to commit resources towards supporting persons living with mental health challenges and/or substance abuse issues. Other recommendations include the continued support and funding for the City of Winnipeg's Community Safety Team, a review of WPS policy and training on responding

to ACE incidents, and training for first responders on transitioning persons from one service to the next.

### Inquest – Shworob (Re)

Adriel Shworob died on March 10, 2020, as a result of a police-involved shooting. Officers responded to an incident in progress following calls for service reporting multiple physical altercations, including a stabbing. Attending officers deployed conducted energy weapons (commonly known as "tasers") to subdue Shworob, who was on top of the victim. Multiple taser deployments failed to prevent further attack on the victim, and ultimately an officer shot Shworob once with their firearm.

On June 28, 2024, the Inquest Judge concluded that the police response, including the use of lethal force, was appropriate. The Inquest report recommended the WPS study the use of intermediate and less-lethal weapons used by other police services in Canada to determine whether the current type and allocation of WPS-used intermediate weapons is reflective of best practices, and that the WPS consider the extent to which intermediate weapons are available to general patrol officers.

### R. v. Breault, 2023 SCC 9

During an impaired driving investigation, police officers wanted a breath sample from Mr. Breault, but did not have an approved screening device (ASD) on hand to do so. While waiting for an ASD to be brought to them, officers made demands for breath sample. Mr. Breault refused three times to provide the sample.

Under the Criminal Code (section 320.27(1)(b)), police can demand that a person "provide forthwith" a breath sample if the person is suspected of drinking and driving within the preceding three hours. The ASD provides a reading that determines if there is a sufficient level of alcohol in the person's body to warrant a full breathalyzer test. Anyone who refuses to take the test without a reasonable excuse commits a criminal offence.

Mr. Breault was initially found guilty of the offence of refusing to comply with the demand to provide a breath sample. The matter was subject to appeals, ultimately coming before the Supreme Court of Canada. The Supreme Court determined that the demand by police

to provide a breath sample was invalid because they did not have immediate access to an ASD when making the demand.

Following the Supreme Court's decision, police have increased the availability of ASDs amongst front-line police resources.

### **R. v. Bykovets, 2024 SCC 6**

The Supreme Court of Canada dealt with a question of whether an internet protocol (IP) address attracts a reasonable expectation of privacy, such that a request by the police to obtain it constitutes a search under section 8 of the Canadian Charter of Rights and Freedoms (the Charter). An IP address is a unique identification number and is necessary to access the Internet. It identifies Internet-connected activity and enables the transfer of information from one source to another. Companies that provide access to the Internet, referred to as Internet service providers, keep track of the user information that attaches to each IP address.

In 2017, police investigated fraudulent online purchases and learned that the store's online sales were managed

by a third-party payment processing company.

The police contacted the company to obtain the IP addresses used for the transactions, which the company voluntarily provided. The police then obtained an order from the court compelling the addresses' Internet service provider to disclose the name and residential address of the customer for each IP address. One was registered to Mr. Bykovets, and the other to his father. The police used this information to obtain and execute search warrants at their residences. Mr. Bykovets was arrested and charged with offences relating to the possession and the use of third parties' credit cards and personal identification documents.

The Supreme Court held that if section 8 of the Charter was to meaningfully protect the online privacy of Canadians in today's overwhelmingly digital world, it must protect their IP addresses, as an IP address is the crucial link between an Internet user and their online activity. As a result, police require judicial authorization to compel disclosure of IP addresses.

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## **Conclusion**

This report introduces conditions and circumstances in Winnipeg that effect the delivery of police services. The factors identified herein may not be exhaustive of all things that impact policing in our city, and the substance of each factor may be more complex than have been explored in this report. This report is designed to identify risks or needs that may affect the demand for policing services, policing effectiveness, and future resource requirements.

Considering the factors described in this report, the Board's objective is to meaningfully engage with the community and identify the needs, values, and expectations of policing to inform the strategic priorities that are set for the WPS. To connect with the Board, please visit our website: [www.winnipegpoliceboard.ca](http://www.winnipegpoliceboard.ca).

# References, Reports, Policies, and Influences

## Population and Demographics

- Statistics Canada, 2021 Census
- City of Winnipeg, 25-Year Population, Housing and Employment Projections for the City of Winnipeg and Census Metropolitan Area (CMA) 2024 Update
- City of Winnipeg, Economic and Demographic Variable – 2025 Q1

## Data

- City of Winnipeg, Complete Communities 2.0, An OurWinnipeg Direction Strategy
- Statistics Canada, New housing supply: Urban sprawl and densification,
- Winnipeg Police Service, 2024 Annual Statistical Report
- Winnipeg Police Service, Business Intelligence Unit
- Statistics Canada, Crime Severity Index & Uniform Crime Reporting

## Socio-Economic

- Department of Justice Canada, Research and Statistics Division, Exploring the Link between Crime and Socio-Economic Status in Ottawa and Saskatoon.
- Department of Justice Canada, Trevethan, S.D. (2019). The intersection of social and economic systems with the criminal justice system.
- End Homelessness Winnipeg, Street Census 2022 & 2024
- Statistics Canada, Exploring the dimensions of poverty in Canada

- Aboriginal Justice Implementation Commission, 1999
- House of Commons Special Committee on Indian Self-Government, 1983
- Truth and Reconciliation Commission, 2015
- National Inquiry into Missing and Murdered Indigenous Women and Girls, 2019

## Community

- Winnipeg Police Service, 2024 Citizen Survey
- City of Winnipeg, 2024 Citizen Satisfaction Survey
- Winnipeg Police Board, 2025 Communication Plan

## Other Reports, Policies, and Influences

- City of Winnipeg, 2024-2027 Strategic Budget Plan
- City of Winnipeg's Downtown Recovery Strategy
- City of Winnipeg, Poverty Reduction Strategy
- Winnipeg Police Service, 2023 Photo Enforcement Program Annual Report





