



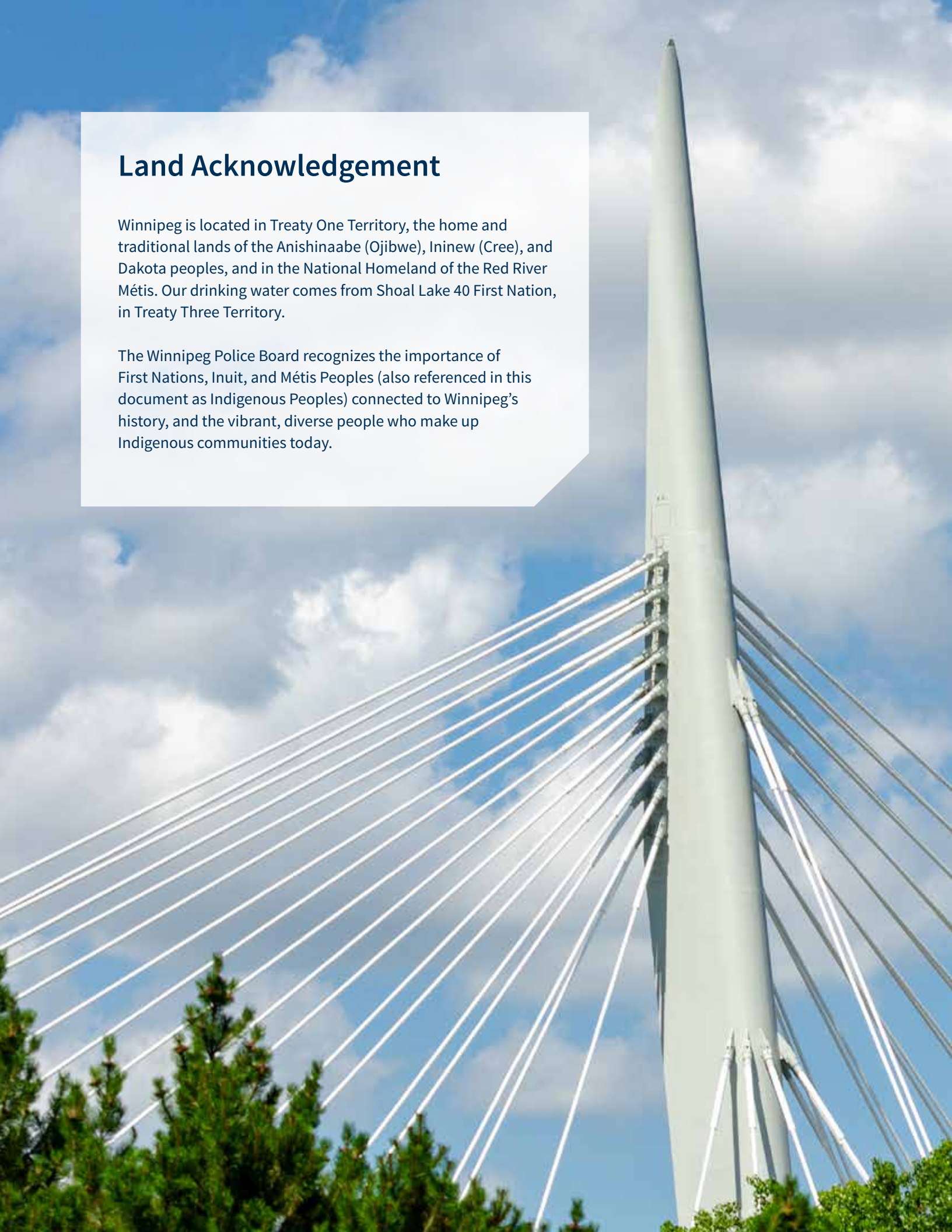
The Environment for Policing in Winnipeg 2026



Land Acknowledgement

Winnipeg is located in Treaty One Territory, the home and traditional lands of the Anishinaabe (Ojibwe), Ininew (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) connected to Winnipeg's history, and the vibrant, diverse people who make up Indigenous communities today.



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Introduction

The Winnipeg Police Board (Board) is the civilian governance body for the Winnipeg Police Service (the Service). The goal of the Board is to enhance public trust and confidence in policing, promote accountability, and improve public safety. The Board receives its authority from Manitoba's *Police Services Act*, as well as policy set by the Manitoba Police Commission.

The Board's role includes establishing priorities and objectives for the Service and ensuring policing is delivered in a way that meets the community's needs, values, and expectations.

Each year, the Board publishes an environmental report to capture the Board's understanding of some of the various and complex factors impacting public

safety and the delivery of policing in Winnipeg. This report is not an operational plan or performance audit; rather, it is intended to introduce and explore those factors in support of effective governance, discussion, and public accountability.

The Board welcomes input from citizens, organizations, businesses, and community voices. Anyone interested in sharing with the Board may appear as a delegation at the Board's quarterly public meetings, send written submissions, or contact the Board directly via email, mail or phone. For more information, please visit the Board's website: www.winnipegpoliceboard.ca.

Key Takeaways

City Growth

- The City of Winnipeg population reached 850,260 by the end of 2025 with the fifth-highest total population increase of any municipality in Canada last year – increasing the demand on police resources.

Police Service Strengthened

- The ratio of police officers to citizens has increased in Winnipeg for the first time since 2013.
- The number of incidents police are able to be dispatched to has increased, with significant increase in the number of non-urgent incidents responded to.
- Crime clearance rates have improved for three consecutive years.

Crime Severity Decreased

- The overall crime severity rate decreased last year, including a substantial decrease (-11.2%) in violent crime severity.
- Homicides, robberies, assaults, firearm offences, and knife crimes all decreased in 2025.

Shoplifting Trend Flattened

- A slight decrease in shoplifting crimes last year followed three years of significant increases.

More Hate-Motivated Crimes Reported

- The number of hate-motivated crimes reported in 2025 was significantly more than in previous years.
- Mischief was the most reported hate-motivated crime last year.

Crime Online

- There has been a continuous rise in reports of “sextortion” reports involving both adults and youth.
- Fraud is the most common form of cybercrime.

Social Conditions Impacting Communities

- The number of people experiencing homelessness in Winnipeg continues to rise dramatically.
- Substance use and intoxication places significant demands on emergency resources, including police.
- The rate of Manitobans entering poverty has increased while other poverty indicators have improved.
- More Manitobans have rated their mental health as poor or fair than the national average.

Public Trust in Policing

- Canadians are more trusting of police than other aspects of the criminal justice system.
- Trust and confidence ratings in Winnipeg decreased in recent years.

Budget Increase and Grant Funding Supports Service Delivery

- The 2026 City of Winnipeg budget included funding for additional police units to support front-line response.
- Funding agreements with the Province of Manitoba have increased the ability to deliver specialized and effective policing units.

Law Evolving with Modern Demands

- Pending changes to federal laws are intended to improve the ability of police to respond to hate-motivated crime, investigate crimes involving technology, and strengthen bail and sentencing laws.
- Changes to provincial legislation regarding bear spray and knives have correlated with a decrease in the number of crimes involving those weapons.
- Updates to regulations governing photo-radar enforcement will allow for modern and more-effective technology to be used to detect driving offences.

Technology and Tools Advancing

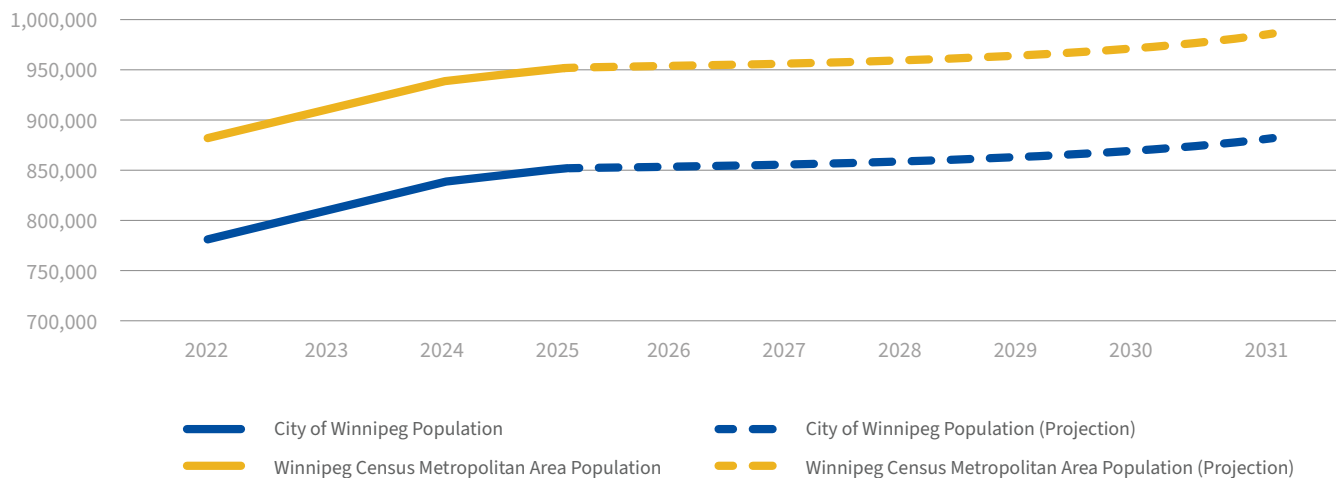
- Evidence collection, storage, and disclosure tools are being modernized and improved to allow for more effective and efficient police services.

City Population and Demographics

Winnipeg’s population growth and composition form an important part of the context for policing. Changes in the city’s size and diversity influence demands on police resources, community expectations, service planning, and more. As Winnipeg continues to grow and diversify, policing must remain responsive to the realities of the community.

Population

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



*The census metropolitan area of Winnipeg includes the City of Winnipeg and the municipalities of West St. Paul, East St. Paul, Headingley, Macdonald, Richot, Tache, Springfield, Rosser, St. Francois Xavier, and St. Clements and Brokenhead First Nation.

- The population of the City of Winnipeg surpassed 850,000 in January of 2026.
- Winnipeg added 8,245 new residents in 2025 – the fifth-highest total population increase of any municipality in Canada.

Demographics

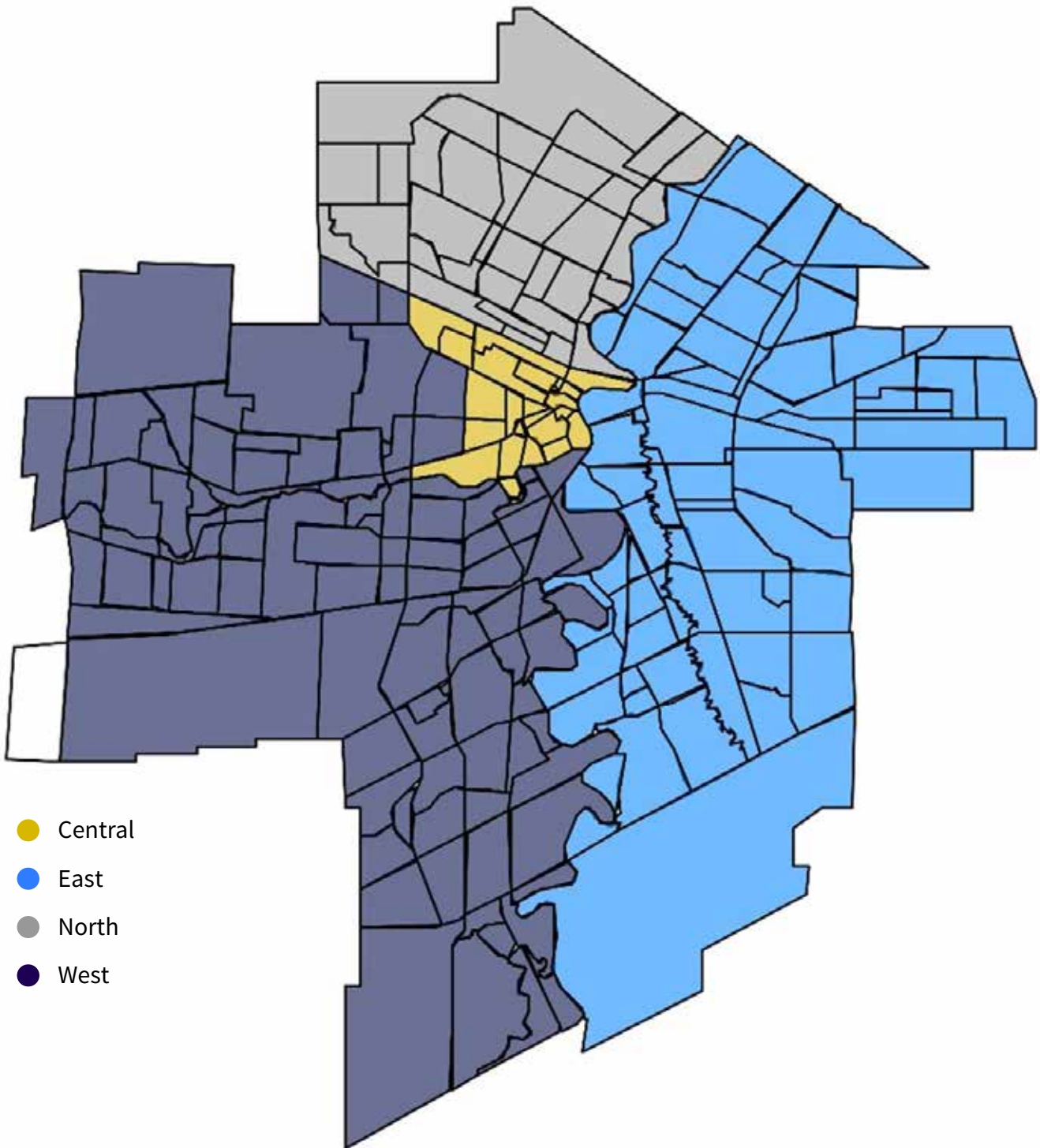
The 2021 census conducted by Statistics Canada found:

- 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 Métis.
- Approximately 1 in 3 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.
- Statistics Canada will conduct the next census in the spring and summer of 2026.

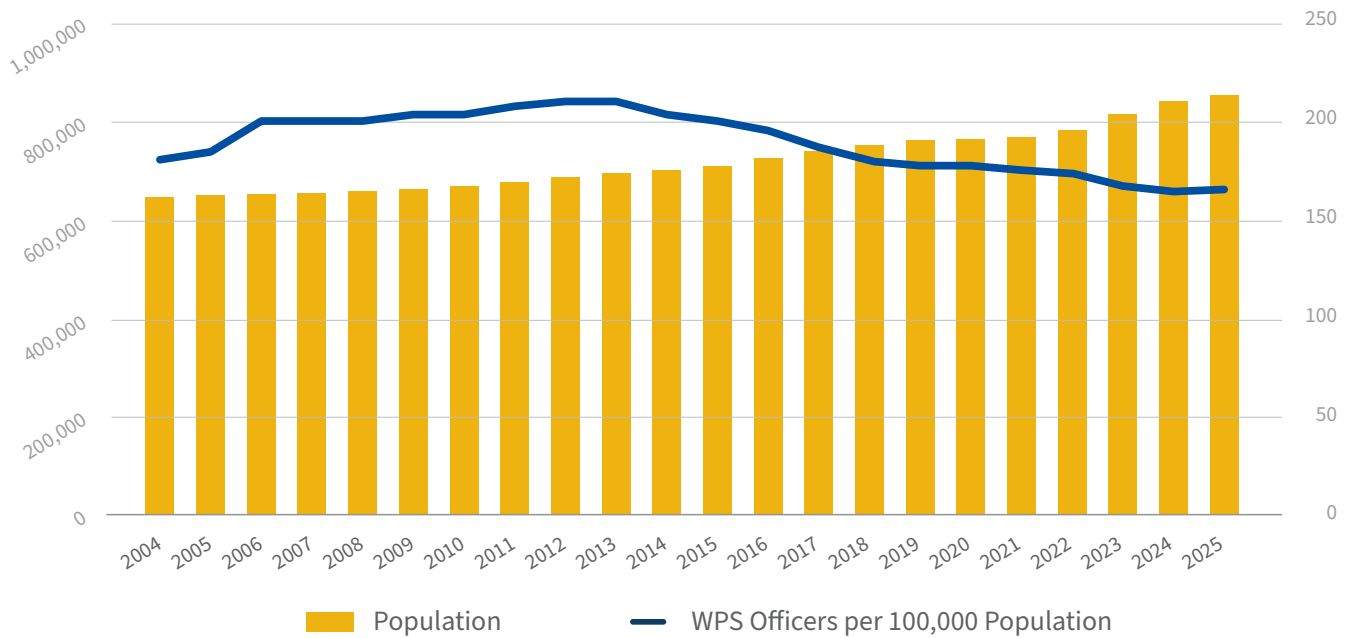
Police Service

An understanding of the Service’s structure, workforce, and organizational capacity is essential to assessing the environment for policing. Service delivery is shaped not only by public demand, but also by the composition, deployment, and capabilities of the organization responsible for responding to that demand.

Service Districts



Service Complement



The ratio of authorized police officer positions to population (the “cop-to-pop” ratio) increased last year for the first time since 2013. There were 166.8 police officers for every 100,000 people in Winnipeg in 2025*, up from 164.8 in 2024. The cop-to-pop ration varies significantly across Canadian cities, with a national average of 180.3 in 2025.

Police Officers per 100,000 People – Select Municipalities (2025)**						
Calgary	Edmonton	Regina	Saskatoon	Thunder Bay	Ottawa	Halifax
145.2	173.3	177.0	162.3	196.7	134.8	183.2

*Calculated based on 2025 population figures and internal figures as of December 31, 2025.

**Statistics Canada calculates these rates based 2024 population figures and a data collection date of May 15, 2025. The difference in population figure and data capture date result in slight differences in the figures. Statistics Canada typically reports a slightly higher figure (e.g. 168.9 for Winnipeg in 2025) on account of the dated population figures. The same will apply for the other jurisdictions.

Crime Stats

Crime statistics provide an important measure of the public safety environment and help identify broad trends in violence, property crime, and overall crime severity. While these indicators do not capture the full scope of police work, they remain an essential part of understanding the volume and nature of criminal activity in Winnipeg. Crime trends are a key indicator of public safety pressures, but they should be interpreted alongside other measures of community safety and policing effectiveness.

Crime Severity, Volumes, and Rates

The Crime Severity Index (CSI) considers not only the volume of crime, but also the relative severity of crime based on incarceration rates as well as the average length of prison sentence handed down by the criminal courts.

Crime Severity Index		Change from previous year	
2025	126.4	✓	-8.8%

Violent Crime Severity Index		Change from previous year	
2025	183.3	✓	-11.2%

Non-Violent Crime Severity Index		Change from previous year	
2025	103.2	✓	-7.0%

Total Crime Volume		Change from previous year		Compared to 3-year Average	
2025	71,168	^	+1.1%	✓	-0.1%

Violent Crimes

Total Violent Crimes		Change from previous year		Compared to 3-year Average	
2025	14,400	✓	-4.8%	✓	-1.7%

- The total number of major violent crimes – homicides, robberies, sexual assaults, and aggravated assaults, decreased by 5.3% from 2024.
- The number of violent crimes committed involving a weapon decreased by 10.9% from 2024 – the second consecutive year of decline.

Property Crimes

Total Property Crimes		Change from previous year		Compared to 3-year Average	
2025	48,596	^	+0.9%	✓	-2.9%

- Shoplifting (of \$5,000 or under) crimes decreased slightly for the first time in 2025 following a continued rise from 2021 to 2024.
- Break & Enter crimes decreased by 20.4% from 2024 and are down 33% from a peak in 2022.
- Thefts (of \$5,000 or under) from motor vehicles increased by 13.6% from 2024, while the count of motor vehicles being stolen decreased by 11.5%.

Traffic Crimes

Total Traffic Crimes		Change from previous year		Compared to 3-year Average	
2025	757	^	+3.1%	^	+13.6%

- A total of 481 criminal impaired driving offences were reported in 2025.
- The 2025 Holiday Checkstop Program ran from December 21 to 31, 2025. 2785 vehicles were checked and 102 drivers were found operating under the influence of alcohol or cannabis.
- Non-criminal traffic violations enforced by officers increased in 2025. 11.1% more *Highway Traffic Act* violations were cited, including 18% more speeding offences than in 2024.
- The total number of photo-enforced *Highway Traffic Act* violations decreased by 18.7% from 2024, largely due to a reduction in violations detected by mobile photo-radar units.

Drug Crimes

Total Drug Crimes		Change from previous year		Compared to 3-year Average	
2025	506	^	+9.1%	^	+13.4%

Other Crime

Total Other Crimes		Change from previous year		Compared to 3-year Average	
2025	6,825	^	15.8%	^	+26.2%

- “Other” crimes include breaches of court orders.
- 17.7% of violent crimes recorded in 2025 involve an accused person also charged with breaching a court order.
- The rate of violent crimes involving an accused person also being charged with breaching a court order has declined from a peak of 20.8% in 2020.

Clearance Rates

Total Crimes Cleared (Clearance Rate)		Change from previous year (Total Cleared)		Change from previous year (Clearance Rate)	
2025	21,669 (30.4%)	^	+405	^	+0.2
Violent Crimes Cleared (Clearance Rate)		Change from previous year (Total Cleared)		Change from previous year (Clearance Rate)	
2025	8,311 (57.7%)	v	-168	^	+1.6
Property Crimes Cleared (Clearance Rate)		Change from previous year (Total Cleared)		Change from previous year (Clearance Rate)	
2025	5,766 (11.9%)	v	-429	v	-1.0

- The clearance rate represents the proportion of criminal incidents solved by the police. Police can clear an incident by charge or by means other than the laying of a charge. For an incident to be cleared by charge, at least one accused must have been identified and either a charge has been laid, or recommended to be laid, against this individual in connection with the incident. For an incident to be cleared otherwise, an accused must be identified and there must be sufficient evidence to lay a charge in connection with the incident, but the accused is processed by other means for one of many reasons.

Crime Types and Focus Areas

Certain offence types and geographic or demographic focus areas can place distinct pressures on policing and public safety. This section highlights specific issues that require closer attention because of their seriousness, growth, complexity, or impact on particular communities in Winnipeg.

Hate-Motivated

The *Criminal Code of Canada (Criminal Code)* specifies certain hate-motivated crimes – for example, public incitement of hatred and mischief motivated by hate in relation to property used by an identifiable group.

In addition to those specified hate crimes, the Criminal Code provides the sentence for any offence may be increased if the offence is committed against a person or property which is motivated, solely or in part, by the offender’s hate/ bias or prejudice based on race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, or any similar factor.

The following data includes a variety of crime types where the motivation for the crime included hate.

Total Hate-Motivated Crimes		Change from previous year		Change from 3-year-average	
2025	112	^	+154.5%	^	+184.7%

- It is recognized that the actual number of hate-motivated crimes that have taken place may not be fully reflected in the number of incidents reported to police for a variety of reasons, including fear or distrust amongst communities impacted by these incidents.

Hate-Motivated Crimes by Group (2025)					
Race/ Ethnicity	Religion	Sexual Orientation	Immigrants/ Newcomers	Combined motivations	Gender
49	37	10	7	6	2

Race/Ethnicity Hate-Motivated Crimes by Group (2025)					
Black	Arab	Indian/Pakistani/ South Asian	Indigenous	White	Other
23	8	4	2	2	10

Religion Hate-Motivated Crimes by Group (2025)			
Jewish	Muslim	Christian Orthodox	Sikh
32	3	1	1

Hate-Motivated Crimes by Offence (2025)							
Mischief	Criminal Harassment	Uttering Threats	Assault – Level 1	Threatening/ Harassing Communications	Assault – Level 2	Theft Under \$5000	Other
85	9	7	6	2	1	1	4

Cyber

Total Cybercrimes	Change from previous year		Change from 3-year-average		
2025	1659	↗	+2.6%	↗	+6.5%

- Cybercrimes include criminal offences where technology is used as a tool or platform to commit the offence.

Cybercrimes by Crime Type (2025)	
Violent (Including Threats of Violence)	Non-Violent
260	1399

Cybercrime by Crime Category (2025)	
Category	% of total Cybercrimes
Fraud	70.9%
Identity Fraud/Identity Theft	6.6%
Child Pornography	5.1%
Extortion	5.1%
Uttering Threats	3.4%
Other Sexual Offences	5.7%
All Other	3.2%

- “Sextortion” is a form of online sexual exploitation in which a perpetrator obtains intimate images of a victim through deception, coercion, or a prior relationship and then uses those images, or the threat of sharing them, to demand money, gift cards, additional images, or other compliance.
 - › The Service has seen a continuous rise in reports of “sextortion” involving both adults in youth. Reports of extortion have increased from 19 in 2020 to 223 in 2025.
 - › 81% of extortion cybercrime victims in the last seven years were men.
- 78.9% of victims of cybercrime sexual offences between 2019 and 2025 were women.
- The average (median) victim of a cybercrime that involves violence has been 20 years old.

Downtown



Total Crimes – Downtown Zone		Change from previous year		Change from 3-year-average	
2025	7619	^	+17.2%	^	+10.4%
Violent Crimes – Downtown Zone		Change from previous year		Change from 3-year-average	
2025	1935	✓	-1.9%	^	+0.6%
Property Crimes – Downtown Zone		Change from previous year		Change from 3-year-average	
2025	4817	^	+27.2%	^	+12.9%

Transit

In cooperation with Winnipeg’s Community Safety Team and Winnipeg Transit, the Service carried out the Winnipeg Transit Violent Crime Intervention Strategy from September 17 to December 31, 2025, in response to growing concerns and incidents of violence and disorder on and around the Winnipeg Transit System. During the 15-week project, Service members spent 143 hours riding buses and 101 hours on foot in and around bus stops and transit locations. The strategy yielded the following results compared to the same period in 2024:

- Total crimes decreased by 15.1%.
- Violent crimes decreased by 18.2%.
- Property crimes decreased by 15.2%.

Calls for Service

Calls for service provide a broader view of policing demand than crime statistics alone. They reflect the volume, urgency, and variety of incidents brought to police attention, including matters that may not result in charges but still require police response, assessment, follow-up, or coordination with other services. Patterns in calls for service help show how police resources are used in practice and where operational pressures are most acute.

Calls to Communications Centre

Total Calls to Communications Centre		Change from previous year		Change from 3-year-average	
2025	757,159	✓	-2.0%	^	+0.1%

- The Communications Centre is the primary public safety answering point for the City of Winnipeg, receiving all calls for emergency services (police, fire, and ambulance). Calls requiring fire or ambulance response are transferred to dispatch centre(s) responsible for those services.

Police-Dispatched Calls for Service

Total Emergency Dispatched Events		Change from previous year		Change from 3-year-average	
2025	18,883	✓	-10.3%	✓	-12.3%

- Emergency dispatched events involve a heightened risk to life or public safety and require significant police resources to respond.

Total Urgent Dispatched Events		Change from previous year		Change from 3-year-average	
2025	96,315	^	+1.0%	^	+2.1%

- Urgent dispatched events involve a degree of risk to life, public safety, or property, or are circumstances where the risk cannot be determined unless or until police are able to attend.

Total Non-Urgent Dispatched Events		Change from previous year		Change from 3-year-average	
2025	138,985	^	+12.5%	^	+11.5%

- A decrease in the number of emergency dispatched events and an increase in available police resources allow police to respond to more calls for service that were assessed a lower risk.

Total Non-Dispatched Events		Change from previous year		Change from 3-year-average	
2025	30,117	^	-7.3%	^	-4.6%

- A non-dispatched event is typically an instance where the 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.
- A reduction in non-dispatched events indicates that police were more able to provide a timely response to less urgent calls for service.

Citizen Generated Events

Total Citizen-Generated Events		Change from previous year		Change from 3-year-average	
2025	167,527	^	+2.8%	^	+5.2%

Citizen-Generated Events by Type

Check Wellbeing	Domestic	Disturbance	Traffic
20,657	17,891	13,819	8,020

Check Wellbeing

Total Citizen-Generated Events – Check Wellbeing		Change from previous year		Change from 3-year-average	
2025	20,657	✓	-2.8%	✓	-1.3%

Domestic Disputes

Total Citizen-Generated Events – Domestic Disputes		Change from previous year		Change from 3-year-average	
2025	17,891	✓	-0.3%	✓	+2.9%

Police-Initiated Events

Total Police-Initiated Events		Change from previous year		Change from 3-year-average	
2025	86,656	^	+12.6%	∨	-6.7%

Police-Initiated Events by Type

Traffic Stop	Special Attention	Beat Patrol	Identified Hotspot
36,898	16,901	6,946	6,544

Social Conditions

Policing in Winnipeg is shaped in significant ways by social and economic conditions that affect community safety and individual wellbeing. Poverty, homelessness, addictions, mental health crises, systemic inequities, victimization, and the ongoing impacts of colonization all influence the frequency, nature, and complexity of police interactions with the public.

Factors that put community members at higher risk of being victims of crime or becoming involved in the criminal justice system include, but are not limited to:

Societal	Community	Family/Peers	Individual
<ul style="list-style-type: none"> • Barriers and policies that limit access to education, employment, resources, or opportunities • Systemic inequities • Racism and discrimination • Social norms 	<ul style="list-style-type: none"> • Concentrations of poverty • Lack of equitable access to services and supports • Lack of available health services, including mental health supports • Inadequate housing supply • Economic instability • Lack of employment opportunities • Rates of children placed in the care of child and family services • Local crime rates 	<ul style="list-style-type: none"> • Family violence • Family distress and exposure to trauma • Early and repeated exposure to anti-social behaviours • Low family income • Single-parent or youth-led families • Lack of positive role models • Parental contact with the criminal justice system • Lack of access to services or supports 	<ul style="list-style-type: none"> • Poverty • Homelessness or housing insecurity • Unemployment or underemployment • Mental or physical illness • Addictions and substance use • Food insecurity • Low literacy • Transition into or out of government care (e.g. child and family services, imprisonment, etc.)

Police have a role to play in addressing circumstances arising from these factors and the intersections between them and their duties in law enforcement, crime prevention, and preserving the public peace. However, police are not equipped to resolve these deep and interconnected issues alone. 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.

Poverty

Poverty most acutely affects service delivery by driving high-volume, high complexity calls for service that are not solely criminal, but multi-system issues requiring coordinated responses. Police are more frequently dispatched to incidents involving people in acute distress, unstable living situations, or unmet health needs. These scenarios can be time-intensive and difficult to resolve through enforcement alone. This can shift capacity from prevention and investigative work toward reactive response, heightening pressure on frontline resources.

Homelessness

The most recent point-in-time count of people experiencing homelessness in Winnipeg conducted by End Homelessness Winnipeg found:

- 2,469 people experiencing homelessness in Winnipeg.
 - › 79.9% were Indigenous people.
 - › 12.9% were newcomers.
- 29.7% of respondents had been incarcerated in the year prior.
- The main factors contributing to respondents' circumstances were low income, eviction, substance use, domestic conflict, and discrimination.
- 48.8% were involved in the child welfare system as a child or youth.

In 2025, City Council adopted a policy directing the public service to enforce by-laws prohibiting encampments in locations where safety concerns exist, including near playgrounds, parks, schools, daycares, roadways, and transit shelters. As of March 3, 2026, 17 encampment sites had been remediated and removed from public spaces.

At the provincial level, Manitoba introduced Your Way Home: Manitoba's Plan to End Chronic Homelessness on January 14, 2025. The strategy coordinates frontline organizations and municipal governments to address chronic homelessness, improve access to housing, and connect people to supports. The plan estimated that 700 Manitobans were living in encampments at the time of its introduction. As of February 2, 2026, 170 people living in encampments had been housed through the strategy, and 100 encampments had been removed across the province.

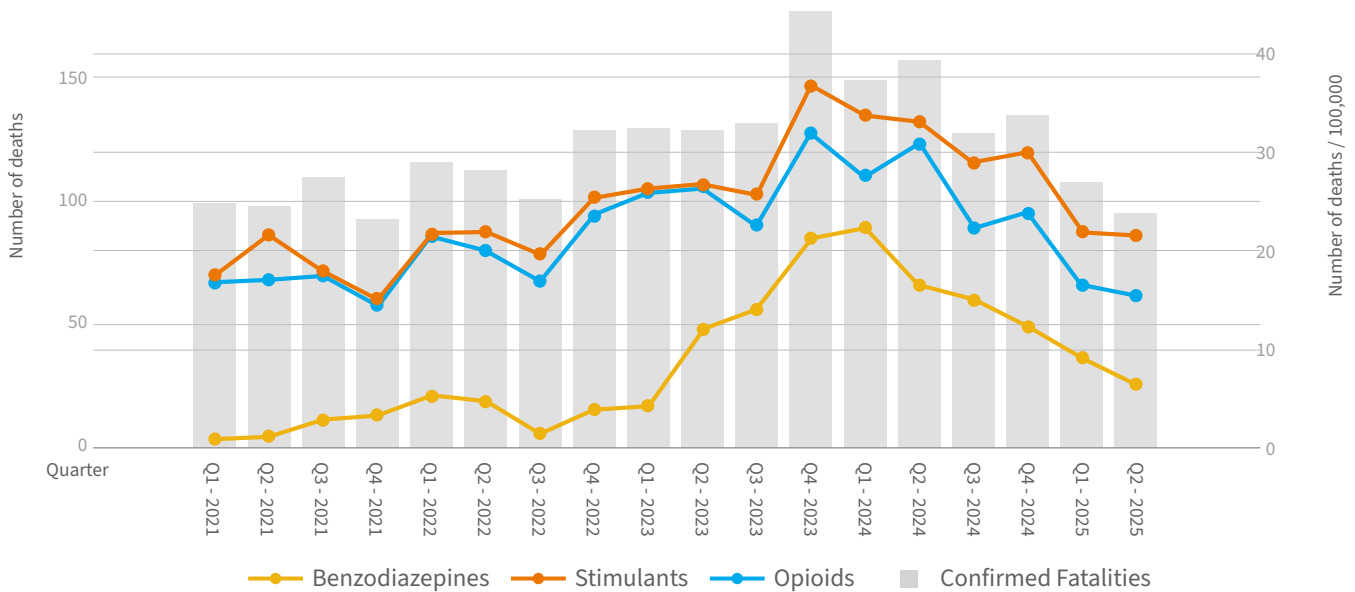
Substance Use and Addictions

Substance use and addictions have broad impacts on public safety and policing. Overdoses, disturbances, impaired driving, and substance-related violence and victimization are all connected to the illicit drug supply and the addictions crisis. These issues often intersect with poverty and housing instability, contributing to visible street-level crises, repeat harm, and frequent emergency service involvement. Substance-related calls are often time-intensive and may require coordination with health and community partners.

The most recent annual report on Manitoba's Poverty Reduction Strategy for the period of April 1, 2024, to March 31, 2025, compared progress on 13 poverty indicators over the last ten years using the most recently available data from local, provincial, and federal sources:

Manitoba Poverty Reduction Strategy – Progress since 2015	
Indicator	Change since 2015
Market Basket Measure (Canada's Official Poverty Line)	✓ -23%
	✓ -33%
Youth (15-24) Not in Employment, Education or Training	✓ -6.7%
Availability of Licenced Child Care	⬆️ +15.9%
Children in Care of a Child and Family Services Agency	✓ -14.4%
	✓ -20%
Premature Mortality	✓ -0.4%
Poverty Entry Rate	⬆️ +41%
Poverty Exit Rate	⬆️ +11.1%
Core Housing Need	✓ -10.6%
Employment	⬆️ -2.6%
High School Graduation	⬆️ +7.5%
Income Inequality	✓ -9.2%
Literacy	⬆️ -2.4%
Numeracy	⬆️ -3.9%

Number of substance-related deaths in Manitoba (Jan 2021 - Jun 2025) & crude rates of major substance classes involved



*Substance-related deaths are defined and tracked at the provincial level by Manitoba’s Office of the Chief Medical Examiner (OCME). The OCME defines substance-related deaths as “deaths due entirely, or at least in part, to the toxic effects of one or more substances, including alcohols. A death is considered opioid related if at least one of the substances contributing to causing death is an opioid. It is important to note that deaths due to the effects of chronic substance abuse, or deaths due to other causes where substance intoxication may have circumstantially contributed (i.e., drunk driving, hypothermia, drownings), are excluded from this case definition.”

The rate of substance-related deaths in Manitoba was 32% lower than in 2024. Stimulants (primarily methamphetamine and cocaine) are the most common contributor to substance-related deaths, followed by opioids and benzodiazepines. Health Canada has noted changes in the drug supply, the availability of naloxone, and a declining population at risk of opioid-related overdose as likely factors contributing to the decline in opioid-related deaths in Canada since 2023.

A report by the Canadian Mental Health Association noted Manitoba’s prevalence of substance use disorders was 24.5% of the population, higher than the national average of 20.7%

In 2025, Service members administered Naloxone 183 times to counter the effects of opioid toxicity.

Mental Health Crisis

A 2025 Inquest Report found “agitated chaotic events” (ACEs) have become increasingly common, with up to 1,000 calls for service per month in Manitoba related to ACEs. ACEs are incidents where an individual’s behaviour suggests to first responders that it could be a medical event requiring police intervention, only to the extent they are required to ensure the safety of the individual, first responders, or the public.

The Alternative Response to Citizens in Crisis (ARCC) is a collaborative partnership between the Service and Shared Health, pairing plainclothes police officers with mental health clinicians to respond to non-criminal, low-risk crisis calls for police services. The combined experience, skills, and expertise of the ARCC team enable them to respond safely to calls, perform mental health assessments, develop care plans, and connect individuals and their families to supports within their communities and the healthcare system.

ARCC Measures	2024	2025
Total number of ARCC events	2,199	3,483
Number of events awaiting dispatch assessed by ARCC and approved for ARCC response	715	1,246
Number of events ARCC on scene to take over or assist	108	228
Percent of ARCC clients remaining in community	98%	71%
Number of clients proactively supported by ARCC	40	123

As indicated by the Canadian Mental Health Association’s State of Mental Health in Canada 2024 report, the need for mental healthcare in Winnipeg and throughout Manitoba is high and compounded by other social determinants:

- 27.3% rate their mental health as poor or fair in Manitoba, compared to 26.1% across Canada.
- 8.4% of Manitobans needing mental health care have their needs unmet or partially met, higher than the national rate of 7.8%.
- The rate of death by suicide in Manitoba is 13.9 per 100,000, higher than the national rate of 10.9 per 100,000.
- Manitoba youth in need of mental health and substance-use care have lower rates of access compared to the national average.

Indigenous Peoples

Indigenous people have been, and continue to be, overrepresented in our criminal justice system. This includes a higher than proportionate frequency of victimization, incarceration, and re-involvement. Understanding this reality requires attention to the ongoing effects of colonialism, systemic discrimination, intergenerational trauma, and longstanding inequities.

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 Service has committed to taking meaningful actions towards Reconciliation and working proactively to improve safety for Indigenous peoples in Winnipeg. Reconciliation and Indigenous Safety marks a pillar of the [Service 2026 Business Plan](#). The Service will provide regular reporting to the Board on progress made towards advancing the safety of Indigenous peoples and communities.

Canada's Black Justice Strategy

The Government of Canada released its Black Justice Strategy Implementation Plan on February 25, 2025. The plan establishes a 10-year framework aimed at reducing the overrepresentation of Black people in the criminal justice system.

Canada's Black Justice Strategy was developed in recognition of key facts concerning the overrepresentation of Black people in the criminal justice system, including that Black people in Canada:

- Are more likely to experience institutional discrimination and racism.
- Represent a higher proportion of homicide victims than their representation in the Canadian population.
- Make up a larger share of the prison population than their representation in the Canadian population.
- Are more likely to be assessed as higher risk by correctional authorities.
- Are more likely to be stopped, searched, and charged by police.
- Tend to rate their confidence in the justice system lower than the white population.

The implementation plan emphasizes the need to strengthen trust and confidence between Black communities and police. Its recommendations include ongoing review of police practices and standards, mandatory anti-Black racism and cultural competency training, and improved collection, analysis, and reporting of race- and identity-based data relating to police interactions.

Gender-Based Violence

The Government of Canada's National Action Plan to End Gender-Based Violence is intended to address the norms, attitudes, behaviours, and socio-economic factors that contribute to gender-based violence (GBV). Under the plan's section dedicated to developing a more responsive justice system, actions to address GBV include:

- Increasing access to public legal information and education on issues related to GBV.
- Encouraging the implementation of trauma and violence-informed training, cultural competency training, and multi-disciplinary training for justice system professionals.
- Exploring alternative justice models to allow for culturally sensitive, trauma and violence-informed services to hold perpetrators.
- Improving coordination to better support victims and survivors.
- Identifying interventions to reduce the risk of reoffending.
- Supporting development of Indigenous-led programs.

The Province of Manitoba has entered into an agreement with the federal government to provide funding to 32 initiatives focused on prevention, education and support for those most impacted by GBV.

Public Perceptions

Public trust and confidence are fundamental to effective policing. Public perceptions do not tell the whole story of policing performance, but they are a critical measure of legitimacy and community confidence. These findings underscore the importance of maintaining responsive service, meaningful engagement, transparency, and accountability.

Public Trust in Policing

Modern policing in Canada is guided by Sir Robert Peel's principles of policing, which include recognition that the power police have to fulfill their duties is dependent on public approval of their existence, actions and behavior, and on their ability to maintain public respect.

- In a December 2025 report from the Angus Reid Institute, 64% of Canadian respondents had a great deal or fair amount of confidence in police, substantially higher than that of the courts and justice system (51%).
- Police were rated second only to scientists in terms of public confidence among institutions included in the survey.

Citizen Satisfaction Survey

The 2024 Citizen Satisfaction Survey conducted by the Service and the Board found:

- 54% of Winnipeggers rated the quality of the Service as excellent or good, the lowest rating to date.
- 58% said the Service usually or always meets their needs, values and expectations, down from 70% in 2019.

- There has been a steady decline in confidence in the Service, down from 81% in 2015 to 58% in 2024.
- Responding promptly to calls for service was the most emphasized policing activity.
- 39% said the Service was excellent or good at promptly responding to calls, down from 45% in 2022.
- Winnipeggers are most positive about the Service resolving crimes where violence is involved, but positive sentiment has declined from prior surveys.
- Most of those who contacted the Service (64%) or who were contacted by the Service (75%) were satisfied with their interaction.
- 76% consider the Service a moderately or completely trustworthy source of local public safety news, compared to 62% for local media.
- 12% believed the Service was overfunded, while 38% said it was underfunded.

The next Citizen Satisfaction Survey will be conducted in 2026 to assess the community's perceptions of policing, crime, and public safety in Winnipeg.

Budget, Finance, and Intragovernmental Programs

The policing environment is shaped not only by operational demand, but also by fiscal realities, funding stability, and the availability of external partnerships and specialized programs. Budget pressures, labour costs, critical incidents, and reliance on shared or externally funded initiatives all affect the Service’s ability to sustain operations and respond to emerging risks.

2026 Budget

On December 17, 2025, City Council accepted the Board’s recommendation and approved the budget for the Service in 2026.

Operating Budget (in millions of \$)	2024 Actual	2024 Budget	2025 Budget	2026 Preliminary budget	2027 Projection
Service revenue	31.690	23.957	25.878	27.171	27.269
Provincial funding (service specific)	39.510	30.385	33.673	34.627	35.390
Revenues	71.199	54.342	59.552	61.799	62.659
Salaries and benefits	285.744	284.220	298.440	316.532	324.041
Services	23.611	21.496	24.159	25.537	27.255
Materials, parts, and supplies	7.638	7.377	7.190	6.773	6.777
Assets and purchases	3.511	2.349	2.632	3.138	2.576
Grants, transfers and other	13.070	5.645	7.516	5.364	5.594
Recoveries	(0.999)	(0.655)	(0.667)	(0.704)	(0.707)
Operating expenses	332.574	320.431	339.269	356.640	365.537
Transfer to Capital	-	-	-	-	-
Debt and finance charges	11.896	11.894	13.385	14.143	14.534
Total Expenses	344.471	332.325	352.654	370.782	380.072
Mill Rate Support/(Contribution)	273.271	277.983	293.102	308.984	317.413
Full-time Equivalent Positions	2,043	2,005	2,018	2,039	2,051

The 2026 Service budget includes certain risks that are relevant to the Board’s monitoring of financial sustainability and service delivery impacts:

- Not meeting the expenditure management savings target of \$7.0 million because of factors including, but not limited to:
 - › Inflation on non-salary budget lines;
 - › The volume of major critical incidents and complexity of investigations;
 - › Increased demands on resources relative to growth in calls for service and increased population and footprint of the city;
 - › The need to use overtime to address demands for service;
 - › Escalation in Workers Compensation Board claims and costs;
 - › Timing and outcomes of collective bargaining agreement (CBA) negotiations (the CBA impacting most Service employees expired December 31, 2025); and
 - › A required pension fund actuarial valuation to occur no later than December 31, 2025.

- Revenue from fines collected by the Province of Manitoba is impacted by regulatory and legislative frameworks which impact the issuance of tickets and fine amounts payable.
- Externally funded positions are subject to continued agreements with governments, partnering agencies and other organizations which may face their own budget risks and pressures.

Intragovernmental Funding and Programs

With funding from the Province of Manitoba, Service members participate in specialized policing units to address crime and safety issues in Winnipeg, and support other policing agencies across the province.

- The Manitoba Integrated Violent Offender Apprehension Unit (MIVOAU) is a collaborative effort of the Service and Royal Canadian Mounted Police (RCMP) D Division. MIVOAU identifies, locates, and apprehends violent and prolific offenders, including suspects in serious and violent crimes and persons with outstanding arrest warrants.
 - › MIVOAU made 385 arrests in 2025.
 - › 80% of arrests involved violent offenders in the community on bail, probation, or parole orders.
 - › 24% of violent offender arrests involved a gang member or associate.
 - › MIVOAU maintains the [Manitoba's Most Wanted website](#).
- The Manitoba Integrated Missing Persons Coordination Centre (MIMPCC) improves collaboration among police agencies, child and family service agencies, Indigenous organizations, and community partners to locate missing persons and provide support to families.
 - › 4,771 missing persons incidents were reported to the Service in 2025.
- The Firearms Investigative Analysis Section (FIAS) is increasing capacity to investigate and analyze crimes involving firearms in collaboration with law enforcement partners across the province.
 - › Service members were dispatched to 2232 incidents involving firearms in 2025, including 85 firearms discharges.
 - › FIAS processed 436 crime guns in 2025.
- The Bail Compliance Unit (BHU), comprised of 12 dedicated officers, has a mandate of enhancing compliance with bail conditions through monitoring and enforcement. The BHU began operations in December 2025, and prioritizes high-risk offenders, including those charged with intimate partner violence.
- The downtown Foot Patrol Unit (FPU) engage with local community to build relationships, provide visible and proactive presence, and enhance community safety in the core of Winnipeg.
 - › 19,795 total foot patrol hours recorded in the downtown in 2025.
- Service members are deployed on-site 24/7 at the Health Sciences Centre (HSC). These positions also support the security provided by HSC Institutional Safety Officers and security initiatives by providing a visible police presence.
- The Manitoba Organized Crime and Drug Trafficking Task Force includes senior leadership from the Service, Manitoba Justice, RCMP, Canada Border Services Agency, and municipal and First Nations police services. The task force helps police and partner agencies share information and leverage best practices to investigate and intercept illegal drug trafficking and organized crime.
- 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 Service receives a portion of these funds from the provincial government.

- The Assault-Style Firearm Compensation Program (ASFCP) was established to provide compensation for eligible businesses and individuals who possess identified firearms. The Service has entered into an agreement with the federal government to administer the collection of included firearms and associated administration of the program. The federal government will cover all costs associated with the ASFCP.

Law

Policing in Winnipeg operates within a legal environment that is continually evolving through legislation, regulation, court decisions, inquest findings, and oversight processes. Changes in law and legal interpretation can affect police powers, investigative practices, training requirements, accountability expectations, and the way services are delivered in practice.



Federal Bills

Bill C-9 – *An Act to amend the Criminal Code (hate propaganda, hate crime and access to religious or cultural places)* – Introduced September 19, 2025 (Not yet passed into law)

- Bill C-9 would add criminal offences to the Criminal Code, including making it a crime to intimidate and obstruct people from accessing places of worship, schools, community centres, and other places primarily used by an identifiable group. It would also make it an offence to wilfully promote hatred against an identifiable group by displaying certain terrorism or hate symbols in public. Bill C-9 includes definitions of “hatred” to clarify conduct that constitutes a hate crime and makes changes to the procedure by which police lay charges relating to hateful propaganda.

Bill C-14 – *An Act to amend the Criminal Code, the Youth Criminal Justice Act and the National Defence Act (bail and sentencing)* – Introduced on October 23, 2025 (Not yet passed into law)

- Among other changes to the law on bail and sentencing, Bill C-14 would require more accused persons to show cause why they should be released on bail, directs police to not release an accused person when it is against the public interest or when detention is needed to protect victims or witnesses, and add aggravating factors for judges to consider when sentencing offenders for crimes against first responders, retail theft, and other offences.

Bill C-16 – *An Act to amend certain Acts in relation to criminal and correctional matters (child protection, gender-based violence, delays and other measures)* – Introduced December 9, 2025 (Not yet passed into law)

- Bill C-16 would codify femicide (murders targeting women involving control, hate, sexual violence or exploitation) as first degree murder. It also makes coercive and controlling conduct against an intimate partner a criminal offence, expands restrictions on the non-consensual distribution of intimate images, and removes a requirement that victims testify in cases of criminal harassment. Bill C-16 would increase

the penalty for sexual assaults prosecuted as summary convictions, adds an aggravating factor for the court to consider in sentencing offenders for cases involving “sextortion”, and several other changes to potential penalties for certain offences.

Bill C-22 – *An Act respecting lawful access* – Introduced March 12, 2026 (Not yet passed into law)

- “Lawful access” refers to the legal framework police and intelligence agencies operate within to obtain communications and data from cell phone and internet providers to advance investigations. Bill C-22 would align Canadian law with technological advancements, allows for more efficient investigations, and improves cooperation with international partners in responding to global threats.

The Government of Canada has committed to bringing forward further legislation in 2026 to address court delays, strengthen victims’ rights, better protect people facing sexual and intimate partner violence, and keep children safe from crimes.

Provincial Laws & Regulations

The Disclosure to Protect Against Intimate Partner Violence Act (Came into effect March 1, 2026)

- *The Disclosure to Protect Against Intimate Partner Violence Act* (also known as Clare’s Law) provides a mechanism to promote safe relationships by allowing access to information on a person’s history of violence or abusive behaviour. Anyone who is currently or previously in an intimate or romantic partner relationship who has concerns about their safety or believe they are at risk of intimate partner violence can apply through [Manitoba’s Clare’s Law Program](#).

Image Capturing Enforcement Regulation, amendment (Came into effect January 1, 2026)

- The *Image Capturing Enforcement Regulation* sets out the types of equipment and technology the Service may use in detecting and enforcing traffic laws. This amendment allows the Service

to use modern photo enforcement equipment to enforce speeding and other driving offences on roadways, including at intersections, in designated construction zones, and reduced-speed school zones.

The Protective Detention and Care of Intoxicated Persons Act (Came into effect November 14, 2025)

- *The Protective Detention and Care of Intoxicated Persons Act* replaced *The Intoxicated Persons Detention Act*. It allows for the detention of persons who are intoxicated in a public place and who pose a danger or are causing a disturbance at a designated location or protective care centre. The Act allows for persons to be detained until the person for up to 72 hours at a protective care centre.

Bill 8 – *The Long-Bladed Weapon Control Amendment Act* (Not yet passed into law)

- Bill 8 would expand the scope of provincial law to include restrictions on the sale of pepper spray. It also includes restrictions on the sale of weapons at garage sales, flea markets, online marketplaces, and other means.

Bill 9 – *The Street Weapons Control Act* (Not yet passed into law)

- Bill 9 would prohibit the possession of machetes, swords, axes and pepper spray in public spaces and populated areas. Police officers would be authorized to seize prohibited street weapons if the officer believes on reasonable grounds that the possession contravenes the Act.

Bill 43 – *The Highway Traffic Amendment Act* (Not yet passed into law)

- Bill 43 would prohibit a driver of semi-truck, bus, large commercial vehicle, or emergency vehicle) from having any alcohol in their blood. It would also increase driving prohibitions following conviction of impaired driving offences. Roadside suspensions would be increased, and changes would be made to make participation in the ignition-interlock program mandatory for drivers who receive a driving suspension for having a

blood alcohol concentration of 0.08% or higher, or who refuses to provide a breath or blood sample on demand of a police officer.

Case Law, Inquest Reports, and Independent Investigations

R. v. Carignan, 2025 SCC 43

- Section 495(1) of the *Criminal Code* describes cases in which an officer can arrest someone without a warrant. Section 495(2) sets conditions limiting this power, including on the basis of the public interest and the risk of the person arrested not attending court. These limits serve to protect individuals from arbitrary detention, which is contrary to section 9 of the *Canadian Charter of Rights and Freedoms (Charter)*. When an arrest does not meet these conditions, it may be unlawful.
- The Supreme Court of Canada (SCC) found the text, context and purpose of section 495(2) show the limits imposed on the power of arrest without warrant are mandatory in nature. The statement that a peace officer “shall not” arrest a person without warrant when certain conditions are met must be understood as imposing a real obligation. Officers must assess these criteria before making an arrest. If the conditions are not met, the arrest is unlawful.

R. v. Singer, 2026 SCC 8

- Police are generally allowed to approach a vehicle or a home located on a property for the purpose of speaking with the occupant. In this case, the SCC found the officers went too far when they opened a vehicle’s door to speak with the accused. This allowed them to enter a private space and gather information from inside the vehicle in breach of section 8 of the *Charter*.
- The evidence obtained could nonetheless be used at trial. In deciding whether to exclude evidence obtained in violation of the *Charter*, courts must consider whether admitting the evidence would damage public confidence in the justice system. The SCC found the police

conduct in this case was not particularly serious and appeared to reflect a reasonable misunderstanding of the law.

Inquest into the Death of Aaron Ross

- On September 23, 2019, Service members responded to a well-being call regarding a naked male behaving erratically near the bank of the Assiniboine River. Members determined within minutes of arriving at the scene that this was likely a medical incident and called for backup assistance as well as medical intervention.
- While members approached him, Aaron Ross jumped off the ground and headed towards the riverbank, where he was restrained and handcuffed. Aaron Ross suddenly became unresponsive, was resuscitated, then transported to hospital.
- Aaron Ross died in hospital on September 30, 2019, from a brain injury resulting from complications of cardiac arrest which was due to consequences of “excited delirium” stemming from the psychological stress of the struggle and restraint by police and the combination of methamphetamine.
- The inquest judge found members’ actions to be reasonable in the circumstances and consistent with relevant policies and training.
- The training of Service members, fire paramedics, and advanced paramedics has increased over the years since Aaron Ross’ death. The inquest judge noted recommendations from previous inquests relating to agitated chaotic events, police and paramedic response units, and others are currently being worked on, and declined to make further recommendations to prevent similar deaths in the future.
- The implementation of Inquest recommendations is monitored by the [Manitoba Ombudsman](#).

Final Report of the Civilian Director of the Independent Investigations Unit – IIU File Number 2023-0065

- On October 15th, 2023, Service members responded to a report of a male acting erratically in traffic. Uniformed officers took the Affected Person (AP) into custody after a brief struggle, at which point he appeared to be having trouble breathing. AP was provided medical care by an ambulance crew who were on scene for an unrelated incident and was taken to hospital where he was pronounced deceased.
- The Independent Investigations Unit (IIU) carried out an investigation as required by The Police Services Act and presented their findings to the Manitoba Prosecution Service (MPS) for an opinion on whether any criminal charges should be laid against the subject officers. MPS determined that no reasonable likelihood of conviction existed for any potential charges and declined to proceed.
- The Civilian Director of the IIU recommended the Service revise its use of force policy to expressly add “cooperative” to the behaviours that may be displayed by subject persons based on a national framework developed by the Canadian Association of Chiefs of Police. The Civilian Director noted that cooperative factors can result in de-escalation in the use of force continuum.
- Recommendations made by the Civilian Director of the IIU are not binding on a police service but are duly considered.

Technology

Technology is playing an increasingly important role in how policing services are delivered, supported, and monitored. New tools and systems can improve efficiency, evidence management, officer safety, service responsiveness, and accountability, while also creating new considerations related to implementation, training, privacy, and oversight.

Connected Officer

The Connected Officer Program equips members with smartphones that allow them to collect digital evidence and access police information systems more efficiently in the field. The program is intended to reduce administrative burdens and allow members to spend more time on core policing duties. At the end of 2025, 749 members were enrolled in the program, with expansion to investigative units anticipated.

Digital Evidence Management System

The Service continues to implement a Digital Evidence Management System (DEMS) across the service. DEMS is a cloud-based platform designed to store, manage, and facilitate the disclosure of digital evidence. It is intended to reduce reliance on manual and paper-based processes, improve workflow efficiency, and support the implementation of other technology initiatives across the Service.

Taser 10

In March 2026, a contract was approved to purchase TASER 10 conducted energy weapons (CEWs) for the Service. The TASER 10 integrates with DEMS and automatically records data related to deployments and use by members. According to the 2024 Annual Use of Force Report, CEW use increased from 429 incidents in 2023 to 524 in 2024. The report states that CEWs are the most frequently used intermediate weapon and are associated with a lower likelihood of injury than some physical control techniques.

Body-Worn Cameras

The Service plans to launch a body-worn camera pilot program in 2026 involving 40 cameras. The pilot is intended to assess the effectiveness of the technology before any broader implementation decision is made. The cameras will integrate with DEMS, allowing video evidence to be uploaded and managed within the same digital evidence platform used for other investigative material and disclosure processes.

E-Ticketing

Beginning in November 2025, the Service started implementing an electronic ticketing system for offences under The Highway Traffic Act. The system allows tickets to be printed at the roadside rather than handwritten and entered directly into a secure digital platform. This is intended to reduce administrative errors, improve record-keeping, and decrease time spent on paper-based processes. Full implementation is expected in 2026.

Strategic Plans

Policing in Winnipeg is influenced by priorities at the Board, municipal, and provincial levels. These plans help define objectives, align resources, and establish the broader policy context within which the Service and the Board carry out their respective responsibilities. Taken together, these strategic frameworks show the importance of aligning policing with broader community priorities.

Strategic Plan for the Winnipeg Police Service

- The Board has implemented the 2026–2030 Strategic Plan for the Winnipeg Police Service, a five-year guide that aligns policing with the needs and expectations of the people of Winnipeg. The plan was developed with input from the Chief of Police and extensive engagement with front-line organizations, partnering services, businesses, Indigenous partners, youth, governments, and the community. Grounded in the vision Partners in Community Safety, the plan sets out a mission reflecting the aspirations of both the police service and the community it serves – Serving Winnipeg through excellence in policing, trusted partnerships and a healthy organization.
- The plan sets four priorities to guide the Winnipeg Police Service from 2026 to 2030:
 - › Protect the Safety and Security of Our Community
 - › Build Community, Relationships, and Advance Reconciliation
 - › Deliver Responsive and Effective Services
 - › Provide a Healthy and Accountable Workplace

Council’s Strategic Priorities Action Plan

- 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.
- A municipal election will be held in October 2026. City Council is expected to produce a new strategic priorities action plan after the election.

Manitoba’s Public Safety Strategy

- 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.

Conclusion

Taken together, the factors outlined in this report show that policing in Winnipeg is shaped by a broad and changing set of demographic, social, operational, financial, legal, and technological pressures. For the Winnipeg Police Board, this 2026 Environment for Policing in Winnipeg report is intended to support informed civilian oversight by helping the Board assess whether policing priorities, resources, policies, and public accountability mechanisms remain aligned with the needs, values, and expectations of the community. In that context, the Board will continue to use evidence, engagement, and oversight to promote policing that is effective, accountable, and responsive to the people of Winnipeg.

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