Minutes – Executive Policy Committee – December 9, 2025

REPORTS

Item No. 12 Vulnerable Social Infrastructure

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and approved the following:

1. That an extension of time of up to 60 days be granted for the Winnipeg Public Service to conduct a cross jurisdictional scan across Canada to identify the maximum fines and penalties for violations of similar legislation and report back with a Vulnerable Social Infrastructure By-law.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That the recommendation of the Winnipeg Public Service be concurred in, with the following amendment:

- Delete the words "120 days" and replace with "60 days"

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 16, 2025, the Executive Policy Committee passed the following motion:

WHEREAS the City of Winnipeg is committed to welcoming, respectful, safe communities and individuals living together inclusively in a vibrant secure City;

WHEREAS The Labour Relations Act, C.C.S.M. c. L10, and The Human Rights Code, C.C.S.M. c. H175, both provincial statutes of Manitoba, already restrict protests near Vulnerable Social Infrastructure and prohibit demonstrations that promote violence, hatred, discrimination, or terrorism

AND WHEREAS the Council of the City of Winnipeg recognizes and respects the rights of its residents, including the right to be free from discrimination, as well as the right to entertain political and religious beliefs of one's choosing;

AND WHEREAS behaviours such as intimidation, inciting hatred, violence, intolerance, harassment, or discrimination may have negative effects on the health, safety, and well-being of its residents;

AND WHEREAS certain spaces of the City of Winnipeg should to be prioritized as safe, secure, and respectful spaces given the potentially vulnerable populations they serve, such as hospitals, healthcare facilities, long term care homes, congregate living facilities, places of worship, public and private educational institutions, community centres, cultural centres, and cemeteries;

AND WHEREAS a Vulnerable Social Infrastructure By-law will improve the tools available to respond to situations taking place near those prioritized spaces;

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

AND WHEREAS it is important to strike a balance between the safety of people accessing Vulnerable Social Infrastructure while also preserving peoples' rights as protected by the Canadian Charter of Rights and Freedoms and other legislation;

THEREFORE BE IT RESOLVED:

1. That the Public Service be directed to conduct a cross jurisdictional scan across Canada to identify the maximum fines and penalties for violations of similar legislation and report back in 90 days with a Vulnerable Social Infrastructure By-law which:

    A. Balances the rights to gather and express one's beliefs against the rights of all citizens to safe and welcoming public spaces;

    B. Defines Vulnerable Social Infrastructure to include hospitals, healthcare facilities, long-term care homes, congregate living facilities, places of worship, all public and private educational institutions, community centres, cultural centres, and cemeteries;

    C. Defines nuisance demonstrations as any protest that involves expression of objection or disapproval toward an idea or action related to race, religious beliefs, colour, gender, gender identity, gender expression, physical disability, mental disability, age, ancestry, place of origin, marital status, source of income, family status, or sexual orientation, by any means including graphic, verbal, or written;

    D. Specifies that nuisance demonstrations include, but are not limited to: harassing or intimidating another person(s), obstructing the passage of pedestrians or motor vehicles thereby rendering passage impassable or difficult, using amplifiers or microphones, or the use of offensive and/or hateful statements;

    E. Defines Harassment as engaging in conduct that knowingly, and without lawful authority, causes another person reasonably, in all the circumstances, to fear for their safety, and Intimidation as using threats, violence, or other unlawful means to cause fear, compel behavior, or deter another person from exercising their lawful rights;

    F. Strengthens the City's permitting practices to restrict or deny gatherings that may impact Vulnerable Social Infrastructure;

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

G. Prohibits protests or nuisance demonstrations within one hundred (100) meters of the property lines of any Vulnerable Social Infrastructure, without the consent of the landowner;

H. Imposes sanctions for violations of the By-law.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

NOTICE OF EXTENSION REQUEST

Title: Vulnerable Social Infrastructure

Critical Path: Executive Policy Committee

AUTHORIZATION

Author	Department Head
J. Hildebrand	J. Dunford

RECOMMENDATION

The Public Service requests that an extension of up to 120 days be granted to report back on the following:

1. Conduct a cross jurisdictional scan across Canada to identify the maximum fines and penalties for violations of similar legislation and report back in 90 days with a Vulnerable Social Infrastructure By-law.

REASON FOR THE EXTENSION

Additional time is required to complete the jurisdictional scan and draft by-law as it requires significant coordination across multiple City departments.

DECISION MAKING HISTORY

On September 16, 2025, the Executive Policy Committee directed the Public Service to:

1. Conduct a cross jurisdictional scan across Canada to identify the maximum fines and penalties for violations of similar legislation and report back in 90 days with a Vulnerable Social Infrastructure By-law which:

    A. Balances the rights to gather and express one's beliefs against the rights of all citizens to safe and welcoming public spaces;

    B. Defines Vulnerable Social Infrastructure to include hospitals, healthcare facilities, long-term care homes, congregate living facilities, places of worship, all public and private educational institutions, community centres, cultural centres, and cemeteries;

    C. Defines nuisance demonstrations as any protest that involves expression of objection or disapproval toward an idea or action related to race, religious beliefs, colour, gender, gender identity, gender expression, physical disability, mental

disability, age, ancestry, place of origin, marital status, source of income, family status, or sexual orientation, by any means including graphic, verbal, or written;

D. Specifies that nuisance demonstrations include, but are not limited to: harassing or intimidating another person(s), obstructing the passage of pedestrians or motor vehicles thereby rendering passage impassable or difficult, using amplifiers or microphones, or the use of offensive and/or hateful statements;

E. Defines Harassment as engaging in conduct that knowingly, and without lawful authority, causes another person reasonably, in all the circumstances, to fear for their safety, and Intimidation as using threats, violence, or other unlawful means to cause fear, compel behavior, or deter another person from exercising their lawful rights;

F. Strengthens the City's permitting practices to restrict or deny gatherings that may impact Vulnerable Social Infrastructure;

G. Prohibits protests or nuisance demonstrations within one hundred (100) meters of the property lines of any Vulnerable Social Infrastructure, without the consent of the landowner;

H. Imposes sanctions for violations for the By-law.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing