

## **Minutes – Standing Policy Committee on Community Services – September 8, 2026**

### **REPORTS**

#### **Item No. 1                      Encampment Protocol Implementation Update Report**

##### **STANDING COMMITTEE DECISION:**

The Standing Policy Committee on Community Services concurred in the recommendation of the Winnipeg Public Service, as amended, and approved the following:

1.        That this report be received as information.
2.        That the Winnipeg Public Service be directed to consult with the Province of Manitoba on what data can be shared with the City on the Your Way Home Strategy and provide an update as part of the Verbal Report at the December 1, 2026, meeting of the Standing Policy Committee on Community Services.

## **Minutes – Standing Policy Committee on Community Services – September 8, 2026**

### **DECISION MAKING HISTORY:**

Moved by Councillor Gilroy,

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

- Add the following new Recommendation:
  - “2. That the Winnipeg Public Service be directed to consult with the Province of Manitoba on what data can be shared with the City on the Your Way Home Strategy and provide an update as part of the Verbal Report at the December 1, 2026, meeting of the Standing Policy Committee on Community Services.”

Carried

### **STANDING COMMITTEE DECISION:**

On June 9, 2026, the Standing Policy Committee on Community Services approved the following:

1. That the verbal report of the Winnipeg Public Service be received as information.
2. That the Winnipeg Public Service be directed to provide a written report to the Standing Policy Committee on Community Services at its September 8, 2026, meeting on the Encampment Response Protocol.

On December 2, 2025, the Standing Policy Committee on Community Services approved the following:

1. That the verbal report of the Winnipeg Public Service be received as information.
2. That the Winnipeg Public Service be directed to report back to the Standing Policy Committee on Community Services with a monthly verbal update on the Encampment Response Protocol.

G. MacPherson, Manager of Community Development, CAO's Office, provided a verbal report on the matter.

## **Minutes – Standing Policy Committee on Community Services – September 8, 2026**

### **DECISION MAKING HISTORY (continued):**

#### **COUNCIL DECISION:**

On November 27, 2025, Council concurred in the recommendation of the Standing Policy Committee on Community Services and adopted the following:

1. That the Encampment Policy, attached as Appendix A, be adopted.
2. That the Encampment Response Protocol, attached as Appendix B, be received as information.
3. That the Winnipeg Public Service be directed to report back to the Standing Committee in 30 days with a verbal update on options to monitor the Encampment Response Protocol.
4. That a By-law be enacted to amend the Parks By-law No. 85/2009, a draft of which is attached as Appendix C to this report.
5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

# ADMINISTRATIVE REPORT

**Title:** Encampment Protocol Implementation Update Report

**Critical Path:** Standing Policy Committee on Community Services

## AUTHORIZATION

| Author   | Department Head | CFO | CAO        |
|----------|-----------------|-----|------------|
| C. Brens | J. Dunford      | N/A | J. Dunford |

## EXECUTIVE SUMMARY

On November 27, 2025, Council adopted The Encampments Policy. The Policy outlines how the City manages encampments on publicly owned land. This report provides an update on the Public Service's work to implement the policy.

As of June 2026, the City has cleared 141 encampments. The City, along with its partners, have also removed 11,390 kg of garbage from occupied encampments. Licensing and By-Law Enforcement (LBE) completed 271 on-site inspections and put up 344 signs warning that camping is prohibited or would violate specific public by-laws.

This report offers details on:

- The number of known encampments in Winnipeg;
- The number of known individuals staying in encampments in Winnipeg;
- Encampments cleared or abandoned on City-owned property;
- Garbage and waste removal related to encampments on public land;
- "No Trespassing" and by-law violation signs erected;
- Site visits conducted by City officials to encampments;
- 311 inquiries related to encampments;
- Proactive cleanup of needle debris and weapons in city parks; and
- Winnipeg Fire and Paramedic responses to suspected overdose calls.

## RECOMMENDATIONS

That this report be received as information.

## REASON FOR THE REPORT

On June 9, 2026, the Standing Policy Committee on Community Services directed that the Public Service provide a written report on September 8, 2026, with respect to the City of Winnipeg's Encampment Policy and associated implementation protocol.

## IMPLICATIONS OF THE RECOMMENDATIONS

There are no financial implications associated with receiving this report as information.

## HISTORY / DISCUSSION

Encampments are outdoor locations where one or more individuals experiencing unsheltered homelessness seek shelter, often in tents or other temporary structures.

Encampments can present significant risks to occupants, nearby residents, infrastructure, and property. These risks may include illegal activity, open fires, the accumulation of flammable or hazardous materials, human waste, and noise impacts. As a result, encampments require a careful, coordinated response that considers both the immediate safety and well-being of individuals living unsheltered and the broader impacts on surrounding communities and public spaces.

In early 2025, the City became a partner with the Province of Manitoba in the Your Way Home Strategy: Manitoba's Plan to End Chronic Homelessness, which emphasizes a trauma-informed, Housing First approach to addressing homelessness. Balancing the City's commitments under this strategy with community concerns related to safety, public health, infrastructure protection, and the condition of public spaces remains a complex and ongoing challenge.

### **Encampment Policy and Protocol**

Between December 2024 and November 2025, the City of Winnipeg received 771 calls to 311 regarding occupied encampments. This volume reflects growing public concern both for the well-being of individuals living unsheltered and for the impacts of encampments on public spaces, surrounding neighbourhoods, infrastructure, and community safety.

In response to the increasing number of encampments across the city, Council adopted an Encampment Policy on November 27, 2025. The Policy establishes the City's approach to regulating encampments on publicly owned land; it does not regulate encampments on private property. It does not alter the Winnipeg Police Service's (WPS) or Winnipeg Fire Paramedic Service's (WFPS) response to calls for service. Rather, it provides direction for the City's day-to-day, non-emergency management of encampments.

The Policy prohibits encampments in designated public spaces, prioritizes enforcement in identified priority areas, and emphasizes coordinated outreach.

Council also directed the Public Service to develop an Encampment Response Protocol, managed by an interdepartmental Encampment Coordination Table under the authority of the Chief Administrative Officer. While the Policy sets out Council's expectations and overall direction, the Protocol serves as the operational guide for implementation. It outlines how encampment sites are assessed and prioritized, and how roles and responsibilities are coordinated across departments. More specifically, the Protocol establishes a tiered approach to allocating resources for the management of encampments on public property. This model prioritizes health and safety risks, proximity to sensitive public spaces, and the extent of community impact. The level of response and enforcement is guided by site characteristics,

scale, and urgency. Neither the Policy nor the Protocol applies to encampments on private property, nor do they apply to emergencies, life-safety situations, or criminal matters.

### Point In Time Count

Each month, the City's outreach service provider, Main Street Project (MSP), provides the City with a point-in-time (PiT) count related to encampments. The PiT count is completed by MSP's outreach team over a 48-hour period at the end of each month and is supplemented by data collected by the outreach team throughout the month. For the purposes of this report, the data provided below reflects the most recent information as of July 28, 2026. Although this report is scheduled to be heard in September, internal Public Service submission deadlines required that it be finalized in July. As a result, July 2026 data was the most recent information available at the time of drafting.

As of the end of July 2026, there were 72 known encampments in Winnipeg. The number of encampments by ward is provided in Table 1 below. It is important to note that Point Douglas and Fort Rouge–East Fort Garry together account for 50 percent of all encampments in the City.

**Table 1: Known Encampments and Number of Individuals Experiencing Unsheltered Homelessness in Encampments by Ward as of July 2026**

| City Ward                  | Number of Encampments | Number of Individuals |
|----------------------------|-----------------------|-----------------------|
| Charleswood – Tuxedo       | 1                     | 1                     |
| Daniel McIntyre            | 7                     | 24                    |
| East Kildonan/Elmwood      | 2                     | 10                    |
| Fort Rouge/East Fort Garry | 17                    | 50                    |
| Mynarski                   | 6                     | 10                    |
| North Kildonan             | 4                     | 6                     |
| Old Kildonan               | 0                     | 0                     |
| Point Douglas              | 19                    | 102                   |
| River-Heights/Fort Garry   | 5                     | 12                    |
| St. Boniface               | 4                     | 6                     |
| St. James                  | 6                     | 24                    |
| St. Norbert                | 1                     | 0                     |
| St. Vital                  | 0                     | 0                     |
| Transcona                  | 0                     | 0                     |
| Waverly West               | 0                     | 0                     |
| <b>Total</b>               | <b>72</b>             | <b>245</b>            |

In addition to tracking encampment sites, MSP identified 245 known individuals staying in encampments as of the end of July. For the purposes of this report, a “known individual” refers to someone with whom MSP has had direct engagement. MSP estimates there may be up to 70 additional individuals staying in encampments who they have not yet engaged with.

The number of known individuals staying in encampments by ward is provided in Table 2 below.

As part of the July PiT count, MSP also noted a continued increase in the number of individuals rough sleeping across the city. This includes people sleeping in locations such as back lanes, sidewalks, and other outdoor spaces that are not considered encampments. MSP estimates that between 150 and 200 individuals were rough sleeping outside of encampments at that time.

## Update on Activities to Date

### 311 Requests Related to Encampments

The reporting period for the activities described below is inclusive of November 2025, when the Encampment Policy was approved, through to the end of June 2026. As noted above, internal Public Service submission deadlines required that this report be submitted in July. As a result, data from November 2025 to June 2026 represented the most current information available at the time this report was drafted.

As outlined in Table 3 below, Winnipeg 311 received 716 inquiries related to encampments between November 2025 and June 2026. Seasonality is an important factor when interpreting this data, as encampments tend to be more visible and more frequently reported during warmer months than during winter. Since the introduction of the Encampment Policy in November 2025, all 311 requests related to encampments have been triaged to the Community Development Division for tracking. This includes both garbage-related and non-garbage-related requests. At this time, it is not possible to separate requests related specifically to garbage from other encampment-related inquiries. Accordingly, the information presented in Table 3 includes all 311 calls related to encampments.

**Table 2: All Inquiries to 311 Related to Encampments**

| Month and Year | Inquiries to 311 Related to Encampments |
|----------------|-----------------------------------------|
| November 2025  | 147                                     |
| December 2025  | 31                                      |
| January 2026   | 17                                      |
| February 2026  | 16                                      |
| March 2026     | 17                                      |
| April 2026     | 160                                     |
| May 2026       | 202                                     |
| June 2026      | 126                                     |
| Total          | 716                                     |

### Encampments Cleared on City-Owned Property

During the reporting period, a total of 141 public properties were actioned by the City. For the purposes of this report, “actioned” means that a site was identified either through 311 or the Encampment Coordination Table (ECT) and one or more of the below interventions took place:

- Mobile outreach services were dispatched to the encampment site to contact the occupants. In doing so, outreach was able to support the individuals who then ultimately left the site. Once vacated, the area was cleaned.
- By-law Officers were dispatched to the encampment site to erect signage identifying that camping was not permitted in this area and have a visible presence. In doing so, the individuals at the site left. Once vacated, the area was cleaned.
- Other City staff, including the WFPS or the WPS, attended the encampments site for other operational reasons. In doing so, the individuals at the site left. Once vacated, the area was cleaned.

- The individuals at that site, without any City intervention, left the site. Once vacated, the area was cleaned.

The number of public properties actioned by ward is captured in the Table 4 below.

**Table 3: Cleared or Abandoned Encampments by Ward November 2025 - June 2026**

| <b>Ward</b>                | <b>Number of Cleared or Abandoned Encampments</b> |
|----------------------------|---------------------------------------------------|
| Charleswood – Tuxedo       | 1                                                 |
| Daniel McIntyre            | 13                                                |
| East Kildonan/Elmwood      | 7                                                 |
| Fort Rouge/East Fort Garry | 32                                                |
| Mynarski                   | 8                                                 |
| North Kildonan             | 3                                                 |
| Old Kildonan               | 0                                                 |
| Point Douglas              | 18                                                |
| River-Heights/Fort Garry   | 7                                                 |
| St. Boniface               | 19                                                |
| St. James                  | 21                                                |
| St. Norbert                | 0                                                 |
| St. Vital                  | 5                                                 |
| Transcona                  | 1                                                 |
| Waverley West              | 6                                                 |
| <b>Total</b>               | <b>141</b>                                        |

### **Garbage and Waste Removal Related to Encampments on Public Land**

As part of the Encampment Policy, and the City's commitment to the Your Way Home Strategy, the City continues to remove garbage and debris at both vacant and occupied encampments on Public Property. From November 2025 until June 2026, the City cleaned 141 cleared or abandoned encampments. In some cases, remediation is relatively straightforward, with crews attending a vacated site and removing a small number of garbage bags of debris. In other cases, clean-up efforts can take several days and require heavy equipment due to the volume of debris, proximity to waterways, the presence of hazardous materials, and climate-related factors such as debris being frozen to the ground or site access being limited by mud, ice, or deep snow.

In addition, in June and part of July 2026, the City engaged with Siloam Mission and specifically its Mission of the Streets Team (MOST) to perform cleanups at occupied encampments. Occupied encampments present operational challenges for traditional clean-up approaches. Heavy equipment is often not possible or appropriate due to the presence of people, temporary shelters, and site conditions. As a result, clean-up work must often be completed manually using pickers, industrial-strength garbage bags, and crews able to work carefully around occupied areas. Without regular clean-ups at occupied sites, garbage accumulates quickly and spreads to adjacent properties, creating concerns for residents, businesses, and property owners. A dedicated response focused on priority public spaces helps reduce these impacts while allowing work to be completed in a respectful and appropriate manner.

Operating through the Siloam Mission, MOST combines practical clean-up services with meaningful employment and social support outcomes. It is a temporary employment program for community members ready to take initial steps back into the workforce. Through structured work experience beautifying public spaces in Winnipeg, participants build confidence, develop employment and teamwork skills, earn income, and contribute directly to cleaner and safer public spaces. During June and part of July, MOST demonstrated its ability to complete difficult clean-up work at occupied encampment sites. Table 4, below, outlines these outcomes:

**Table 4: Mission of the Streets Team Outcome Data**

| Result                                               | Quantity                |
|------------------------------------------------------|-------------------------|
| Waste removed from encampments and surrounding areas | 11,390 kg / 25,111 lbs. |
| Industrial-sized garbage bags filled and removed     | 692 bags                |
| Sites attended                                       | 47                      |

#### **Site Visits Conducted by City Officials and Signage Installed**

During the reporting period, Licensing and By-Law Enforcement (LBE) completed 271 on-site inspections. During these inspections, LBE officers erected 344 signs warning that camping is prohibited or that camping would violate specific public by-laws. Inspectors from the Winnipeg Fire Paramedic Service, and officers with Winnipeg Police Service also completed numerous site visits responding to calls for service.

#### **Proactive Cleanup of Needle Debris and Weapons in City Parks**

The City of Winnipeg Parks Proactive Needle Pick Up program is a targeted Public Works initiative to proactively inspect and clean up needle debris, weapons, and other dangerous debris in selected City parks. The program funds a dedicated seasonal cleanup crew to inspect selected parks on a rotating schedule, pick up discarded needles and other sharps, remove dangerous debris, including weapons where encountered, and improve safety for park users, staff, volunteers, children, and community groups. As the Parks Proactive Needle Pick-Up program was funded to operate seasonally reporting reflects what has been recovered from April 20 until the end of June 2026. This includes:

- 3,464 needles
- 1,303 pipes, and
- 95 weapons

#### **Winnipeg Fire and Paramedic Responses to Overdose Calls**

Naloxone is administered to temporarily treat an opioid overdose. It is important to note that some patients require more than one administration of naloxone, depending on the amount and strength of the substances they have used. While the WFPS regularly tracks data related to suspected overdose calls, the information outlined below is specific to the reporting period of this report.

The data below is broken down by month and year and shows the total number of naloxone administrations for the period, and the number of patients supported. When reviewing this data, it is important to note that the data below is only reflective of those instances where the primary complaint of the patient was a suspected overdose. As a result, the actual number of incidents involving substance use is likely higher, as some calls may be reported based on a patient's symptoms, such as shortness of breath, chest tightness, dizziness, or other medical concerns, rather than substance use itself. Monthly totals can also fluctuate significantly due to a variety of factors, including drug availability, the potency of substances in circulation, and seasonal or

time-of-year trends. In addition, naloxone is administered by WFPS Paramedics to temporarily treat suspected opioid overdoses, and some patients may require more than one dose depending on the amount or strength of substances used.

Over the past several years, there has also been a significant increase in the public and outreach agencies carrying and administering naloxone, sometimes without a corresponding call to 9-1-1 which would also decrease the overall count noted here. Table 5 shows the number of suspected overdose calls responded to by the WFPS during the reporting period by month.

**Table 5 – Winnipeg Fire and Paramedic Responses to Suspected Overdose Calls**

| Year         | Month | Total Incidents | Patient Count | Naloxone Administrations |
|--------------|-------|-----------------|---------------|--------------------------|
| 2025         | Nov   | 297             | 297           | 502                      |
| 2025         | Dec   | 262             | 266           | 475                      |
| 2026         | Jan   | 285             | 290           | 533                      |
| 2026         | Feb   | 240             | 242           | 440                      |
| 2026         | Mar   | 305             | 308           | 564                      |
| 2026         | Apr   | 611             | 620           | 1152                     |
| 2026         | May   | 385             | 391           | 771                      |
| 2026         | Jun   | 350             | 357           | 637                      |
| <b>Total</b> |       | <b>2735</b>     | <b>2771</b>   | <b>5074</b>              |

### **Next Steps and Planning for Fall and Winter**

As encampment-related work continues throughout the spring and summer months, the City will maintain a coordinated, collaborative response involving internal departments, mobile outreach service providers, including MSP, community partners, and the Provincial Government. This work will continue to balance support for individuals experiencing unsheltered homelessness, while also ensuring that public spaces remain safe, accessible, and well managed for all Winnipeggers. Consistent with the approach outlined in this report, the City will continue to focus on:

- Signage in public spaces where camping is not permitted;
- Identifying, assessing, and prioritizing areas of concern through the Encampment Coordination Table;
- Coordinating with outreach providers to connect individuals living unsheltered with available supports and services;
- Responding to health, safety, and operational risks at encampment sites; and
- Continuing the removal of garbage, debris, and other hazards in and around encampments.

This approach is intended to balance the City's commitments under the Encampment Policy and the Your Way Home Strategy with operational realities, public safety considerations, and the need to preserve public spaces for shared community use.

|                         |
|-------------------------|
| <b>FINANCIAL IMPACT</b> |
|-------------------------|

**Financial Impact Statement****Date:** July 31, 2026**Project Name:**  
**Encampment Protocol Implementation Update Report****COMMENTS:**

There are no financial implications associated with receiving this report as information

***Randy Bernard***

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Randy Bernard, CPA  
Manager of Finance & Administration (Campus)  
Corporate Finance Department

## CONSULTATION

- N/A

## OURWINNIPEG POLICY ALIGNMENT

### Good Health and Well-Being

#### 4.9 Inclusive Public Places

Provide and promote the amenities, and the design and maintenance standards, necessary to ensure accessible, safe and sanitary conditions in gathering spaces frequented by the public.

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

## WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

### GOAL 4: Community Well-Being Supports for those in Greatest Need are Increased

10 Year Objectives:

A. The immediate needs of residents experiencing homelessness or at risk of homelessness are met through collaboration with community partners and other levels of government.

## SUBMITTED BY

Department: Community Development  
Prepared by: Chris Brens  
Date: July 29, 2026