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Overview Report: Protests and Blockades at International Ports of Entry

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Summary of Report

The following Overview Report summarizes the emergence of protests and blockades that occurred in January and February 2022 at six international ports of entry to Canada: the Ambassador Bridge (Windsor, Ontario), the Blue Water Bridge (Sarnia, Ontario), the Peace Bridge (Fort Erie, Ontario), Emerson (Manitoba), Coutts (Alberta), and the Pacific Highway (Surrey, British Columbia). It also summarizes the responses of police and governments to the protests and blockades and the reopening of the ports of entry.

Note to Reader

Pursuant to Rules 41-45 of the Commission's Revised Rules of Practice and Procedure, the following Overview Report contains a summary of background facts and documents relating to the Commission's mandate.

Overview Reports allow facts to be placed in evidence without requiring those facts and related documents to be presented orally by a witness during the public hearings. The Overview Report may be used to assist in identifying issues relevant to the Commission, make findings of fact and enable recommendations to be made by the Commission.

The Parties with standing at the Commission have been provided an opportunity to comment on the accuracy of this Overview Report. Commission Counsel and the Parties may call evidence from witnesses at the Inquiry that casts doubt on the accuracy of the content of the documents underlying this Overview Report. The Parties may also make submissions regarding what, if any, weight should be given to the Overview Report and the cited documents.

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Overview Report: Protests and Blockades at International Ports of Entry

1. The following Overview Report summarizes the emergence of protests and blockades that occurred in January and February 2022 at six international ports of entry (“POE”) to Canada: the Ambassador Bridge (Windsor, Ontario), the Blue Water Bridge (Sarnia, Ontario), the Peace Bridge (Fort Erie, Ontario), Emerson (Manitoba), Coutts (Alberta), and the Pacific Highway (Surrey, British Columbia). It also summarizes the responses of police and governments to the protests and blockades and the reopening of the POEs.

1. Ambassador Bridge, Windsor, Ontario

1.1 The Ambassador Bridge Port of Entry & Additional Windsor Border Crossings

2. The Ambassador Bridge Port of Entry (“Ambassador Bridge POE”) is located in Windsor, in southwestern Ontario.¹ The Ambassador Bridge POE is the busiest commercial land border crossing along the Canada-U.S. border and serves as a critical link for trade in automotive manufacturing, technology, other manufactured goods, and perishable goods.² The POE handles over \$390 million of trade per day, representing 26% of Canada’s exports and 33% of its imports by road.³ The Windsor Police Service (“WPS”) is the police of jurisdiction at the Ambassador Bridge POE.⁴

¹ CBSA Institutional Report at p. 17, **DOJ.IR.00000006**.

² CBSA Institutional Report at p. 18, **DOJ.IR.00000006**.

³ Transport Canada Institutional Report at p. 20, **DOJ.IR.00000005**.

⁴ CBSA Institutional Report at p. 17, **DOJ.IR.00000006**.



1.2 The Blockade & Protest

3. On January 23, 2022, a convoy of approximately 200 commercial and personal vehicles slow rolled the municipal roadways leading up to the bridge and proceeded in a loop around the POE.⁵
4. On January 29, 2022, approximately 100 vehicles slow rolled on Huron Church Road with another 40 cars protesting on the U.S. side of the POE.⁶
5. On January 30, 2022, convoy participants slow rolled near the POE and approximately 22 vehicles were involved in a demonstration on Huron Church Road.⁷
6. On February 5 and 6, 2022, slow-roll convoys of vehicles drove through Windsor in the vicinity of the Ambassador Bridge POE.⁸
7. On February 7, 2022, exits from the Ambassador Bridge POE were blocked.⁹
The Canada Border Services Agency (“CBSA”) issued a border alert for service

⁵ CBSA Institutional Report at p. 45, **DOJ.IR.00000006**; City of Windsor Institutional Report, Appendix A, **WIN.IR.00000002**.

⁶ CBSA Institutional Report at p. 47, **DOJ.IR.00000006**; City of Windsor Institutional Report, Appendix A, **WIN.IR.00000002**.

⁷ CBSA Institutional Report at p. 48, **DOJ.IR.00000006**.

⁸ CBSA Institutional Report at p. 50, **DOJ.IR.00000006**; Windsor Police Service Institutional Report at pp. 5-6, **WPS.IR.00000001**.

⁹ City of Windsor Institutional Report, at p. 29, **WIN.IR.00000001**; City of Windsor Institutional Report, Appendix A, **WIN.IR.00000002**; Windsor Police Service Institutional Report at pp. 7-8, **WPS.IR.00000001**; RCMP Institutional Report at p. 55, **DOJ.IR.00000011**; OPP Institutional Report at p. 27, **OPP.IR.00000001**.

disruption.¹⁰ It estimated that the blockade consisted of 70 to 100 vehicles.¹¹

Commercial traffic was diverted to the Sarnia Port of Entry (“Sarnia POE”).¹²

8. On February 9, 2022, the WPS, with support from the City of Windsor, made a Request for Assistance to the Ontario and Federal governments, seeking additional law enforcement resources and heavy tow trucks.¹³ Secondary access to the Ambassador Bridge POE from Wyandotte Street West was fully blocked by end of the day.¹⁴

9. On February 10, 2022, vehicle access to the Ambassador Bridge was completely blocked.¹⁵ WPS estimated that there were 350 pedestrians within the Huron Church Road and College Avenue intersection.¹⁶ On the same day, the Automotive Parts Manufacturers’ Association (“APMA”) brought a motion in the Ontario Superior Court for an interim injunction to restrain the protesters from maintaining their blockade of the Ambassador Bridge.¹⁷ The APMA’s motion was supported by the City of Windsor, which sought and obtained intervenor status as an interested party.

¹⁰ CBSA Institutional Report at p. 32, **DOJ.IR.00000006**.

¹¹ CBSA Institutional Report at p. 51, **DOJ.IR.00000006**.

¹² CBSA Institutional Report at p. 51, **DOJ.IR.00000006**.

¹³ City of Windsor Institutional Report, at p. 32, **WIN.IR.00000001**; Ontario Institutional Report at p. 11, **ONT.IR.00000001**; OPP Institutional Report at p. 28, **OPP.IR.00000001**.

¹⁴ Windsor Police Service Institutional Report at p. 9, **WPS.IR.00000001**

¹⁵ Windsor Police Service Institutional Report at pp. 10-12, **WPS.IR.00000001**.

¹⁶ Windsor Police Service Institutional Report at p. 13, **WPS.IR.00000001**.

¹⁷ Parallel Litigation Overview Report at p. 4, **COM.OR.00000001**.



10. On February 11, 2022, the WPS estimated that, in the morning, there were approximately 200 protesters with 100 vehicles at the location of the blockade. By the evening, however, the estimated number of protesters grew to as many as 500.¹⁸

11. On the same day, the injunction motion was argued before Chief Justice Morawetz of the Ontario Superior Court. His Honour granted the injunction effective February 11, 2022, at 7:00 pm.¹⁹ The Chief Justice ordered that “any persons having notice...are hereby restrained and enjoined from impeding or blocking access to the Ambassador Bridge and indirect or direct approaching roadways and access points”.²⁰

12. Also on February 11, 2022, the Premier of Ontario declared a province-wide emergency pursuant to subsection 7.0.1(1) of *the Emergency Management and Civil Protection Act*, RSO 1990, c. E.9.²¹

13. On February 12, 2022, the WPS began clearing the blockade with the assistance of other law enforcement agencies, including the Ontario Provincial Police (“OPP”), the Royal Canadian Mounted Police (“RCMP”), and the London Police Service.²² By 2:00 pm, the WPS gained control of the intersection at Huron Church Road and College

¹⁸ Windsor Police Service Institutional Report at pp. 14-17, **WPS.IR.00000001**.

¹⁹ Parallel Litigation Overview Report at p. 5, **COM.OR.00000001**.

²⁰ Parallel Litigation Overview Report at p. 5, **COM.OR.00000001**.

²¹ Ontario Institutional Report at p. 3, **ONT.IR.00000001**.

²² Windsor Police Service Institutional Report at p. 13, **WPS.IR.00000001**; RCMP Institutional Report at p. 56, **DOJ.IR.00000011**; OPP Institutional Report at pp. 28-29, **OPP.IR.00000001**.

Avenue.²³ The WPS observed a gathering of approximately 600-800 protesters at Huron Church Road and Tecumseh Road West.²⁴

14. On the same day, the Lieutenant Governor-in-Council of Ontario confirmed the Premier's declaration of an emergency.²⁵

15. On February 13, 2022, the WPS, working in cooperation with other law enforcement agencies, completed their clearing of the blockade and fully re-gained control of all roads leading to the Ambassador Bridge POE.²⁶ Just after midnight on February 14, 2022, the Ambassador Bridge POE re-opened for traffic.²⁷

16. Although the approaches to the Ambassador Bridge POE were cleared on February 14, 2022, traffic controls and police presence remained along Huron Church Road for several weeks to ensure access to the Bridge was maintained.²⁸

17. On February 18, 2022, Chief Justice Morawetz ordered that the injunction be continued on a permanent basis.²⁹

²³ Windsor Police Service Institutional Report at pp. 21-22, **WPS.IR.00000001**; City of Windsor Institutional Report, Appendix A, **WIN.IR.00000002**.

²⁴ City of Windsor Institutional Report, Appendix A, **WIN.IR.00000002**; Windsor Police Service Institutional Report at pp. 21-23, **WPS.IR.00000001**.

²⁵ Ontario Institutional Report at p. 3, **ONT.IR.00000001**.

²⁶ CBSA Institutional Report at p. 55, **DOJ.IR.00000006**; Windsor Police Service Institutional Report at pp. 23-25, **WPS.IR.00000001**; RCMP Institutional Report at p. 56, **OJ.IR.00000011**; OPP Institutional Report at p. 30, **OPP.IR.00000001**.

²⁷ CBSA Institutional Report at pp. 32, 55, **DOJ.IR.00000006**; RCMP Institutional Report at p. 56, **DOJ.IR.00000011**.

²⁸ City of Windsor Institutional Report at p. 29, **WIN.IR.00000001**.

²⁹ Parallel Litigation Overview Report at p. 7, **COM.OR.00000001**.



18. By March 1, 2022, plans were in place to reopen intersections along Huron Church Road.³⁰

2. Blue Water Bridge, Sarnia, Ontario

2.1 The Blue Water Bridge & The Sarnia Port of Entry

19. The Sarnia POE is located in Point Edward, Ontario, adjacent to Sarnia, in southwestern Ontario.³¹ The Sarnia POE includes the Blue Water Bridge for highway traffic, and provides both traveller and commercial processing.³² The POE is Canada's second busiest commercial land border crossing.³³ During the period of time in which convoy activities affected POE operations in Southern Ontario, the POE experienced an increase in commercial conveyances following service disruptions at the Ambassador Bridge POE.³⁴ The OPP is the police of jurisdiction at the Sarnia POE.³⁵

2.2 The Blockade & Protest

20. On February 3, 2022, protesters rallied with 20 to 30 farm tractors approximately 500 metres from the POE.³⁶

21. On February 6, 2022, a group of over 400 vehicles arrived and began blockading the Sarnia POE. Protesters blocked one U.S.-bound highway lane leading to the POE.

³⁰ Windsor Police Service Institutional Report at p. 27, **WPS.IR.00000001**.

³¹ CBSA Institutional Report at p. 19, **DOJ.IR.00000006**.

³² CBSA Institutional Report at p. 19, **DOJ.IR.00000006**.

³³ CBSA Institutional Report at p. 19, **DOJ.IR.00000006**.

³⁴ CBSA Institutional Report at p. 19, **DOJ.IR.00000006**.

³⁵ CBSA Institutional Report at p. 19, **DOJ.IR.00000006**.

³⁶ CBSA Institutional Report at p. 50, **DOJ.IR.00000006**.

An OPP assessment determined that the presence of children with the protesters in close proximity to the open highway lane constituted a safety concern, resulting in the closure of both lanes.³⁷

22. On February 8, 2022, the blockade dispersed and service resumed at the Sarnia POE, albeit with significant slow-downs.³⁸

23. On February 9, 2022, protesters staged a blockade on Highway 402 near Sarnia, blocking one lane of traffic. The OPP blocked access entirely due to safety concerns.³⁹ The CBSA reported that the OPP activated an Emergency Detour Route around the blockade.⁴⁰ The OPP effectively diverted U.S.-bound traffic through this route, enabling them to go around the blockade and safely re-enter Highway 402 at a later point.⁴¹

24. On February 10, 2022, protesters continued to block the US bound lane of Highway 402 leading to the Sarnia POE.⁴²

25. On February 12, 2022, approximately 50-100 people and 20 parked vehicles gathered underneath the Blue Water Bridge along the waterfront.⁴³

26. On February 14, 2022, the road was reopened and all vehicles were cleared.⁴⁴

³⁷ CBSA Institutional Report at p. 51, **DOJ.IR.00000006**.

³⁸ CBSA Institutional Report at p. 52, **DOJ.IR.00000006**.

³⁹ OPP Institutional Report at p. 25, **OPP.IR.00000001**.

⁴⁰ CBSA DEDC Production at p. 149, **COM00000830**.

⁴¹ CBSA DEDC Production at pp. 144, 149, **COM00000830**.

⁴² CBSA Institutional Report at p. 52, **DOJ.IR.00000006**.

⁴³ CBSA DEDC Production at pp. 208, 357, 360, **COM00000830**.

⁴⁴ OPP Institutional Report at p. 25, **OPP.IR.00000001**.



3. Peace Bridge, Fort Erie, Ontario

3.1 The Fort Erie Port of Entry

27. The Fort Erie (Peace Bridge) port of entry (“Fort Erie POE”) is a highway port of entry in Fort Erie, in southwestern Ontario.⁴⁵ The Fort Erie POE is Canada’s third busiest commercial land border crossing.⁴⁶ During the period of time in which convoy activities affected POE operations in Southern Ontario, the POE experienced an increase in commercial conveyances following service disruptions at the Ambassador Bridge POE.⁴⁷ The Niagara Regional Police Service is the police of jurisdiction at the Fort Erie POE.⁴⁸

3.2 The Blockade & Protest

28. On February 12, 2022, a group of approximately 120 protest vehicles assembled a blockade near Fort Erie POE.⁴⁹ A smaller group of protesters breached the confines of the CBSA plaza at the Peace Bridge POE. The CBSA’s Border Service Officers were required to place the facility on lockdown to keep the protesters out of the secure area. The facility was on lockdown for twelve hours.⁵⁰

29. On February 13, 2022, protest activity continued at the Fort Erie POE.⁵¹ In the afternoon, law enforcement directed the Peace Bridge Authority to discontinue

⁴⁵ CBSA Institutional Report at p. 20, **DOJ.IR.00000006**.

⁴⁶ CBSA Institutional Report at p. 21, **DOJ.IR.00000006**.

⁴⁷ CBSA Institutional Report at p. 20, **DOJ.IR.00000006**.

⁴⁸ CBSA Institutional Report at p. 20, **DOJ.IR.00000006**.

⁴⁹ CBSA Institutional Report at p. 54, **DOJ.IR.00000006**.

⁵⁰ CBSA Institutional Report at p. 42, **DOJ.IR.00000006**.

⁵¹ CBSA DEDC Production at p. 214, **COM00000830**.

facilitating the movement of U.S.-bound commercial motor vehicles. Traffic was redirected to the Queenston Bridge.⁵² That evening, law enforcement cleared protestor vehicles off of nearby roads such that no protestor commercial motor vehicles remained. Only 15-20 pedestrian protestors remained.⁵³

30. On February 14, 2022, the CBSA reported that the Peace Bridge reopened to U.S.-bound traffic at 11:00 am.⁵⁴

4. Coutts, Alberta

4.1 The Coutts Port of Entry

31. The Coutts, Alberta Port of Entry (“Coutts POE”) is located in Coutts, Alberta, and provides both traveller and commercial processing.⁵⁵ The Coutts POE is the busiest land border crossing POE in Alberta.⁵⁶ The POE is open 24 hours a day. As of January 2022, the Coutts POE was the only Alberta port of entry operated by the CBSA that could process livestock shipments because it is the only crossing that has veterinary services.⁵⁷ Approximately \$7.7 billion worth of imports and \$5 billion worth of Alberta

⁵² CBSA DEDC Production at p. 378, **COM00000830**.

⁵³ CBSA DEDC Production at p. 385, **COM00000830**.

⁵⁴ CBSA DEDC Production at p. 396, **COM00000830**.

⁵⁵ CBSA Institutional Report at p. 9, **DOJ.IR.00000006**.

⁵⁶ Alberta Institutional Report at p. 28, **ALB.IR.00000001**; RCMP Institutional Report at p. 42, **DOJ.IR.00000011**.

⁵⁷ Alberta Institutional Report at p. 29, **ALB.IR.00000001**.

exports were shipped through the Coutts POE in 2020.⁵⁸ The RCMP is the police of jurisdiction at the Coutts POE.⁵⁹

4.2 The Blockade & Protest

32. On January 29, 2022, a convoy of approximately 1,000 vehicles stretching 50 kilometers long proceeded from Lethbridge to the Coutts POE.⁶⁰ Protesters used vehicles to blockade Highway 4, the main highway leading to and from the Coutts POE.⁶¹ A commercial truck positioned itself across the road, north of the POE, and approximately 150 to 200 people vacated their vehicles and walked along the highway, physically blocking traffic in both lanes.⁶² According to the Mayor of Coutts, Jim Willett, vehicles drove onto the median and into ditches, and blocked the road.⁶³

33. On January 30, 2022, the commercial parking lot and highway egress from the POE became completely full with commercial vehicles with no more room for additional vehicles to proceed into Canada at the Coutts POE.⁶⁴ The POE remained open; however, the highway remained closed due to the blockade north of the POE.⁶⁵

⁵⁸ Alberta Institutional Report at p. 29, **ALB.IR.00000001**.

⁵⁹ CBSA Institutional Report at p. 9, **DOJ.IR.00000006**.

⁶⁰ CBSA Institutional Report at p. 47, **DOJ.IR.00000006**; Alberta Institutional Report, at p. 2, **ALB.IR.00000001**.

⁶¹ RCMP Institutional Report at p. 42, **DOJ.IR.00000011**; Alberta Institutional Report, at p. 2, **ALB.IR.00000001**.

⁶² CBSA Institutional Report at p. 47, **DOJ.IR.00000006**.

⁶³ Mayor Willet Witness Statement at p. 2, **WTS.00000012**.

⁶⁴ CBSA Institutional Report at p. 48, **DOJ.IR.00000006**.

⁶⁵ CBSA Institutional Report at p. 48, **DOJ.IR.00000006**.



34. On January 31, 2022, several hundred additional protesters arrived on the highway north of Coutts POE, with the blockade numbering approximately 500 to 700 protesters.⁶⁶

35. On February 1, 2022, the CBSA estimated that 75 trucks were blocking the highway. RCMP negotiation efforts to remove the blockade were ongoing as they also continued to solicit Canadian towing operators for assistance. RCMP members intended to take enforcement action and remove the blockading vehicles. However, towing operators declined to assist the RCMP.⁶⁷

36. By February 2, 2022, Alberta reported that 101 vehicles were present at the Coutts POE.⁶⁸ The blockaded points had moved several times by this juncture. Each time the RCMP set up a check point, the protesters would re-position their blockade.⁶⁹ The protestors agreed with the RCMP on February 2 to reopen one northbound lane and one southbound lane.⁷⁰ Local and border-bound traffic continued to pass through the reopened northbound and southbound lanes between February 3-7.⁷¹

37. On or around February 3, 2022, the RCMP Commanding Officer of K-Division (in Alberta) requested, and Alberta agreed, to redeploy RCMP members serving as Alberta's provincial police force to police the blockade and anticipated additional

⁶⁶ CBSA Institutional Report at p. 48, **DOJ.IR.00000006**.

⁶⁷ CBSA Institutional Report at p. 49, **DOJ.IR.00000006**; RCMP Institutional Report at p. 43, **DOJ.IR.00000011**.

⁶⁸ Alberta Institutional Report, at p. 3, **ALB.IR.00000001**.

⁶⁹ CBSA Institutional Report at p. 49, **DOJ.IR.00000006**.

⁷⁰ Alberta Institutional Report, at p. 3, **ALB.IR.00000001**; RCMP Institutional Report at p. 43, **DOJ.IR.00000011**.

⁷¹ Alberta Institutional Report, at p. 3, **ALB.IR.00000001**.

protests.⁷² In addition, the RCMP deployed 40 British Columbia RCMP members to Coutts between February 7 and February 12-13. Sheriffs and members of other Alberta police forces were also deployed to assist the RCMP.⁷³ Officers from the Calgary Police Service, Edmonton Police Service, and Lethbridge Police Service, along with 70 federal RCMP officers from Alberta, had assisted with policing the blockade.⁷⁴

38. The RCMP and Alberta also attempted to obtain towing capacity. By February 1, 2022, the RCMP had contacted 50 Alberta companies with towing capacity and/or cranes, but all companies with the ability to tow semi-trailer trucks refused to assist.⁷⁵ The RCMP also contacted towing companies in British Columbia, Saskatchewan, and Montana, but those companies also refused to assist.⁷⁶

39. On February 4, 2022, K-Division of the RCMP submitted a request for Canadian Armed Forces tow trucks and personnel to RCMP Headquarters.⁷⁷

40. On February 5, 2022, Alberta wrote a letter to the Minister of Public Safety and Minister of Emergency Preparedness requesting federal assistance, including the provision of equipment and personnel to move several dozen vehicles from the area.⁷⁸

⁷² Alberta Institutional Report, at p. 4, **ALB.IR.00000001**; RCMP Institutional Report at p. 43, **DOJ.IR.00000011**.

⁷³ Alberta Institutional Report, at p. 4, **ALB.IR.00000001**.

⁷⁴ Alberta Institutional Report, at p. 5, **ALB.IR.00000001**.

⁷⁵ Alberta Institutional Report, at p. 7, **ALB.IR.00000001**.

⁷⁶ Alberta Institutional Report, at p. 7, **ALB.IR.00000001**; CBSA Institutional Report at p. 50, **DOJ.IR.00000006**; RCMP Institutional Report at p. 43, **DOJ.IR.00000011**.

⁷⁷ RCMP Institutional Report at p. 44, **DOJ.IR.00000011**.

⁷⁸ Alberta Institutional Report, at p. 8, **ALB.IR.00000001**; RCMP Institutional Report at p. 44, **DOJ.IR.00000011**.

41. On February 7, 2022, CBSA operations at the POE continued with no issues. Traffic reportedly flowed with one lane open in each direction and protesters lined the highway north of Coutts POE.⁷⁹
42. On February 8, 2022, protestors again blocked the reopened lanes.⁸⁰ The U.S.-bound traffic blockades had commercial traffic backing up with delays increasing.⁸¹ Alberta announced plans to lift certain provincial public health mandates.⁸²
43. On February 9, 2022, Canada and U.S.-bound lanes were blocked and the CBSA closed the Coutts POE gates.⁸³
44. On February 11, 2022, Highway 4 was completely blocked at the Coutts POE.⁸⁴ RCMP members obtained a judicial authorization to advance an ongoing investigation. This resulted in the issuance of a search warrant on February 13, authorizing searches of various trailers and property forming part of the blockade.⁸⁵
45. On February 12, 2022, the CBSA suspended service at the Coutts POE at the request of the RCMP for public safety reasons.⁸⁶

⁷⁹ CBSA Institutional Report at p. 51, **DOJ.IR.00000006**.

⁸⁰ Alberta Institutional Report, at p. 5, **ALB.IR.00000001**; CBSA DEDC Production at p. 145, **COM00000830**.

⁸¹ CBSA Institutional Report at p. 52, **DOJ.IR.00000006**.

⁸² RCMP Institutional Report at p. 44, **DOJ.IR.00000011**.

⁸³ CBSA Institutional Report at p. 52, **DOJ.IR.00000006**; CBSA DEDC Production at p. 145, **COM00000830**.

⁸⁴ Alberta Institutional Report, at p. 5, **ALB.IR.00000001**.

⁸⁵ RCMP Institutional Report at p. 44, **DOJ.IR.00000011**.

⁸⁶ CBSA Institutional Report at p. 54, **DOJ.IR.00000006**; RCMP Institutional Report at p. 44, **DOJ.IR.00000011**.



46. Before dawn on February 14, 2022, the RCMP executed a search warrant on three trailers associated with the ongoing blockade of the Coutts POE.⁸⁷ The RCMP arrested 13 individuals and seized a cache of long guns, handguns, body armour, a machete, ammunition, and high-capacity magazines.⁸⁸ As well, by February 14, 2022, Alberta had purchased several towing vehicles for use at the Coutts POE.⁸⁹

47. Protestors departed Coutts and the blockade came to an end on February 14-15. Numerous protestors indicated to the RCMP that they would be leaving after the arrests that the RCMP made on February 14.⁹⁰ According to Marlin Degrand, the Assistant Deputy Minister, Public Security Division and Director of Law Enforcement for Alberta Justice and Solicitor General, the arrests by the RCMP on February 14, 2022 were a turning point that caused protestors to bring an end to the blockades. Thereafter, the situation rapidly improved and returned to normal, with no further disruptions.⁹¹ The RCMP made limited use of these towing vehicles to seize large vehicles blockading the Coutts POE.⁹² As of 7:00pm on February 14, 2022, the RCMP reached an agreement with the blockaders, who promised to dismantle the blockade and disperse on February 15, 2022.⁹³

⁸⁷ Alberta Institutional Report, at p. 6, **ALB.IR.00000001**.

⁸⁸ CBSA Institutional Report at pp. 43, 55, **DOJ.IR.00000006**.

⁸⁹ Alberta Institutional Report, at p. 9, **ALB.IR.00000001**.

⁹⁰ Alberta Institutional Report, at p. 6, **ALB.IR.00000001**; RCMP Institutional Report at p. 45, **DOJ.IR.00000011**.

⁹¹ Marlin Degrand Witness Statement, **WTS.00000003**.

⁹² Alberta Institutional Report, at p. 11, **ALB.IR.00000001**.

⁹³ RCMP Institutional Report at p. 45, **DOJ.IR.00000011**.

48. On February 15, 2022, the CBSA resumed service at Coutts POE.⁹⁴ Further law enforcement action was unnecessary at the Coutts POE.⁹⁵

5. Emerson, Manitoba

5.1 The Emerson Port of Entry

49. The Emerson, Manitoba Port of Entry (“Emerson POE”) is located in Emerson, Manitoba.⁹⁶ The largest land border POE in Manitoba, Emerson sees varied traveller traffic and commercial traffic.⁹⁷ The Emerson POE is the busiest in Manitoba, and the second-busiest west of the Great Lakes.⁹⁸ The RCMP is the police of jurisdiction at the Emerson POE.⁹⁹

5.2 The Blockade & Protest

50. On January 17, 2022, protesters began to slow roll near the Emerson POE.¹⁰⁰

51. On January 18, 2022, approximately 45 commercial trucks slow rolled and lined up on the shoulder north of the POE to protest.¹⁰¹

⁹⁴ CBSA Institutional Report at p. 55, **DOJ.IR.00000006**.

⁹⁵ Alberta Institutional Report, at p. 6, **ALB.IR.00000001**.

⁹⁶ CBSA Institutional Report at p. 13, **DOJ.IR.00000006**.

⁹⁷ CBSA Institutional Report at p. 13, **DOJ.IR.00000006**.

⁹⁸ Manitoba Institutional Report at p. 4, **MAN.IR.00000001**.

⁹⁹ CBSA Institutional Report at p. 13, **DOJ.IR.00000006**.

¹⁰⁰ CBSA Institutional Report at p. 45, **DOJ.IR.00000006**.

¹⁰¹ CBSA Institutional Report at p. 45, **DOJ.IR.00000006**.



52. On January 29, 2022, a convoy of vehicles began circling 5 km north of the Emerson POE.¹⁰²
53. On January 30, 2022, a convoy of vehicles blocked the highway for U.S.-bound traffic approximately 8 kilometers north of the POE.¹⁰³
54. On February 2, 2022, a new 14 vehicle convoy appeared at the Emerson POE, which created a backlog of commercial trucks trying to enter the U.S.¹⁰⁴
55. On February 9, 2022, a slow roll event took place near the POE.¹⁰⁵
56. On February 10, 2022, approximately 50 semi-trailers, farm vehicles and passenger vehicles began blocking the Emerson POE.¹⁰⁶ The CBSA issued a border alert for service disruption.¹⁰⁷
57. On February 11, 2022, United States Custom and Border Protection closed the U.S. side of the border and did not allow any vehicles to proceed into the U.S.¹⁰⁸
58. On February 12, 2022, the blockade north of the Emerson POE continued to cause significant delays to commercial traffic, which affected the conveyance of

¹⁰² RCMP Institutional Report at p. 53, **DOJ.IR.00000011**; CBSA Institutional Report at p. 47, **DOJ.IR.00000006**.

¹⁰³ CBSA Institutional Report at p. 48, **DOJ.IR.00000006**.

¹⁰⁴ CBSA Institutional Report at p. 49, **DOJ.IR.00000006**; RCMP Institutional Report at p. 53, **DOJ.IR.00000011**.

¹⁰⁵ CBSA Institutional Report at p. 52, **DOJ.IR.00000006**; RCMP Institutional Report at p. 53, **DOJ.IR.00000011**.

¹⁰⁶ RCMP Institutional Report at p. 53, **DOJ.IR.00000011**; CBSA Institutional Report at p. 53, **DOJ.IR.00000006**; Manitoba Institutional Report at p. 4, **MAN.IR.00000001**.

¹⁰⁷ CBSA Institutional Report at p. 32, **DOJ.IR.00000006**.

¹⁰⁸ CBSA Institutional Report at p. 53, **DOJ.IR.00000006**.

livestock.¹⁰⁹ Through discussions with the RCMP, the blockaders agreed to allow transports carrying livestock, CBSA personnel, and emergency vehicles through the blockade.¹¹⁰

59. On February 14, 2022, the blockade remained in effect and continued to cause significant delays to commercial traffic. The protesters allowed vehicles carrying livestock to pass.¹¹¹ The RCMP completed a plan to initiate a takedown operation on February 15, 2022, should the blockade still remain.¹¹²

60. On February 15, 2022, the blockaders agreed to depart midday on February 16, 2022.¹¹³

61. On February 16, 2022, the blockade north of Emerson POE dispersed as agreed the previous day and service resumed at the POE.¹¹⁴

6. Pacific Highway, Surrey, British Columbia

6.1 The Pacific Highway Port of Entry

62. The Pacific Highway Port of Entry (“Pacific Highway POE”) is a highway border crossing located in the City of Surrey in the Lower Mainland region of British

¹⁰⁹ CBSA Institutional Report at p. 54, **DOJ.IR.00000006**.

¹¹⁰ RCMP Institutional Report at p. 53, **DOJ.IR.00000011**.

¹¹¹ CBSA Institutional Report at p. 55, **DOJ.IR.00000006**.

¹¹² RCMP Institutional Report at p. 54, **DOJ.IR.00000011**.

¹¹³ RCMP Institutional Report at p. 54, **DOJ.IR.00000011**.

¹¹⁴ CBSA Institutional Report at p. 56, **DOJ.IR.00000006**; RCMP Institutional Report at p. 54, **DOJ.IR.00000011**.

Columbia.¹¹⁵ The Pacific Highway POE is Canada's fifth busiest commercial land border crossing.¹¹⁶ The RCMP is the police of jurisdiction at the Pacific Highway POE.¹¹⁷

6.2 The Blockade & Protest

63. On February 7, 2022, small groups of protesters began assembling near the Pacific Highway POE.¹¹⁸

64. On February 9, 2022, a group of 20 to 30 protestors gathered near the POE.¹¹⁹

65. On February 11, 2022, the number of assembled protesters near the POE increased to 150 to 200.¹²⁰

66. On February 12, 2022, approximately 800 protesters assembled near the Pacific Highway POE.¹²¹ Access to the POE was disrupted in the evening.¹²²

67. On February 13, 2022, the RCMP moved protesters who had been blocking vehicle access from the POE, and a small number of people were arrested.¹²³

68. On February 14, 2022, the RCMP engaged in a policing action and arrested 12 people. Multiple vehicles were removed from the area and the road was reopened.¹²⁴ A

¹¹⁵ CBSA Institutional Report at p. 5, **DOJ.IR.00000006**.

¹¹⁶ CBSA Institutional Report at p. 6, **DOJ.IR.00000006**.

¹¹⁷ CBSA Institutional Report at p. 5, **DOJ.IR.00000006**.

¹¹⁸ CBSA Institutional Report at p. 51, **DOJ.IR.00000006**.

¹¹⁹ CBSA Institutional Report at p. 52, **DOJ.IR.00000006**.

¹²⁰ CBSA Institutional Report at p. 53, **DOJ.IR.00000006**.

¹²¹ CBSA Institutional Report at p. 54, **DOJ.IR.00000006**.

¹²² CBSA Institutional Report at p. 54, **DOJ.IR.00000006**.

¹²³ RCMP Institutional Report at p. 48, **DOJ.IR.00000011**.

¹²⁴ RCMP Institutional Report at pp. 48-49, **DOJ.IR.00000011**.

number of protesters refused to leave and had trucks and campers on the road.

Nonetheless, access to the Pacific High POE was opened for northbound and southbound traffic.¹²⁵

69. On February 15, 2022, the RCMP cleared the blockade of the Pacific Highway POE. CBSA service resumed at the POE that morning.¹²⁶

70. On February 17, 2022, approximately a dozen demonstrators remained in the vicinity of the POE.¹²⁷

71. On February 19, 2022, the RCMP believed that a convoy of approximately 400 vehicles was bound for the POE. The RCMP, working in cooperation with the CBSA, conducted a number of check stops on the approaches to the POE and diverted vehicles and pedestrians from accessing the POE.¹²⁸ The CBSA issued a border alert for service disruption, but issued another alert that evening confirming that service had resumed at the POE.¹²⁹

72. By February 23, 2020, no protesters remained at the Pacific Highway POE.¹³⁰

¹²⁵ RCMP Institutional Report at p. 49, **DOJ.IR.00000011**.

¹²⁶ CBSA Institutional Report at p. 56, **DOJ.IR.00000006**.

¹²⁷ RCMP Institutional Report at p. 49, **DOJ.IR.00000011**.

¹²⁸ RCMP Institutional Report at p. 50, **DOJ.IR.00000011**.

¹²⁹ CBSA Institutional Report at p. 32, **DOJ.IR.00000006**.

¹³⁰ RCMP Institutional Report at p. 50, **DOJ.IR.00000011**.