

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY:

Original Signed by 

Jacques Dubé, Chief Administrative Officer

DATE: June 14, 2022

SUBJECT: Homelessness and Designated Locations Approach

ORIGIN

May 3, 2022 Regional Council motion (item 15.1.9):

MOVED by Councillor Smith, seconded by Councillor Stoddard.

THAT Halifax Regional Council:

1. Direct the Chief Administrative Officer (CAO) to continue to support the Province and other partners to ensure individuals have safe, supportive and affordable housing,
5. Authorize the Chief Administrative Officer to negotiate and enter into a contribution agreement with the United Way to convene a lived experience committee to advise staff,
6. Direct the CAO to return to Council with a subsequent report with a with additional analysis and recommendations for actions, including a timeline and plan for supporting the transition of people, education and implementation that is lead and delivered by civilian staff.
7. Direct the Chief Administrative Officer to provide a staff report on negotiating a Memorandum of Understanding (MOU) with the Province of Nova Scotia on supporting Unsheltered Residents of HRM. The report should include defining the roles of each order of government and specific actions to support and prevent homelessness within the HRM.

MOTION AS AMENDED PUT AND PASSED

MOVED by Councillor Smith, seconded by Councillor Stoddard

THAT Halifax Regional Council:

2. Direct the CAO to continue efforts to increase availability of affordable housing as described in the body of this report, and

4. Direct the CAO to continue to review options to add non-park sites to inventory of outdoor sites available for overnight sheltering

MOTION PUT AND PASSED

MOVED by Councillor Smith, seconded by Councillor Stoddard

THAT Halifax Regional Council:

3. Direct the CAO to formalize criteria and locations for the designation of overnight sheltering sites in parks consistent with the criteria and locations described in the body of the staff report dated April 28, 2022, with the removal of the one-night camping sites, and addition of those sites to the list of potential longer term camping sites if required and possible to ensure adequate supply to meet demands to be brought back to Council for consideration.

MOTION AS AMENDED PUT AND PASSED

LEGISLATIVE AUTHORITY

The *Halifax Regional Municipality Charter*, S.N.S. 2008, c. 39 provides:

7A The purposes of the Municipality are to

...

- (b) provide services, facilities and other things that, in the opinion of the Council, are necessary or desirable for all or part of the Municipality; and
- (c) develop and maintain safe and viable communities

Halifax Regional Municipality By-Law P-600 *Respecting Municipal Parks*

Camping

8. (1) Camping is prohibited in a park unless otherwise posted or by permission.
- (2) No person shall erect or place in a park anything for the purpose of temporary or permanent accommodation without permission.

RECOMMENDATION

It is recommended that Halifax Regional Council endorse the proposed criteria and locations in municipal parks for designated camping intended for those experiencing homelessness.

BACKGROUND

This report responds to Council motions 3 and 6 in the Origin of this report and as follows:

3. Direct the CAO to formalize criteria and locations for the designation of overnight sheltering sites in parks consistent with the criteria and locations described in the body of the staff report dated April 28, 2022, with the removal of the one-night camping sites, and addition of those sites to the list of potential longer term camping sites if required and possible to ensure adequate supply to meet demands to be brought back to Council for consideration.
6. Direct the CAO to return to Council with a subsequent report with a with additional analysis and recommendations for actions, including a timeline and plan for supporting the transition of people, education and implementation that is lead and delivered by civilian staff.

The May 3, 2022 report represented an interim report on the municipality's approach to homelessness and encampments based on a reassessment that took place mid-March through April. Staff are continually reassessing and refining the municipal approach to homelessness based on feedback from a range of stakeholders, sources, learnings, and changing conditions. A more comprehensive report is being prepared and is expected to be brought before Regional Council in late summer.

The May 3, 2022 report described an approach that included the designation of municipal public spaces where sheltering overnight would be permitted. This was proposed as a provisional measure to be implemented through the spring and summer and evaluated and adjusted as needed.

As noted previously, the Halifax Regional Municipality is in a housing and homelessness crisis. There are approximately 200 shelter beds in Halifax and, as of May 31, 2022, 616 people on the By Name List who are currently in need of housing. This number is generally considered to be an under-representation of the number of persons in the municipality who are struggling to find safe and affordable housing. There are a wide range of factors that contribute to homelessness. At a very high level, they range from the inability to find and secure housing that is affordable, to a lack of adequate supports needed for people to stay housed, to an inability or unwillingness to enter a shelter or other housing option. Marginalized people are significantly overrepresented among those experiencing homelessness, particularly Indigenous persons, persons of African descent, 2SLGBTQ+ persons and former youth in care.

There are a variety of additional housing supports becoming available over the next year. These projects would provide 292 new units and their anticipated completion timelines are included in Attachment 1.

Even with these new housing units and support, demand will still exceed supply and is likely to increase. In addition to more people experiencing homelessness as a result of rising housing prices and inflation, there are many in the community who are not captured in current numbers. Many are precariously housed; they may, for example be staying with family or friends in inadequate housing (e.g. couch surfing) or remaining in an abusive relationship. As more supportive and affordable housing options become available it is likely more people will self-identify as needing support and options.

As well, those experiencing homelessness have varied needs. Due to highly complex personal needs, some people require supportive housing with 24/7 care. Others need opportunities where they can access assistance when needed, and some simply need a home they can afford on their income.

While sleeping rough is a reality for our community, it is not part of an adequate long-term response to homelessness. Current encampments are a consequence of a lack of coordinated and sustainable housing options for those who are unhoused and those who are vulnerable to become homeless. When people sleep rough because they have no other options it means that society has not yet developed or provided the wrap-around services needed for individuals to be and remain housed successfully.

The Province of Nova Scotia has the mandate to provide community services support to citizens, including housing supports.

While a housing deficit exists, the municipality is faced with the issue of people sleeping rough in parks. There are also those residents of our community who cannot move into any housing options, for a variety of reasons.

People have been sleeping rough in the municipality for many years, however, in recent years, with the dramatic increase in the number of people experiencing homelessness more people have moved into municipal parks, rights of way, and other outdoor urban spaces.

Currently, these options are not compliant with various municipal bylaws. As such, for the person experiencing homelessness who is unable to find an indoor shelter or housing option, they are faced with the situation that there is no place in which they are allowed to live. That said, not having any constraints on where people can shelter outdoors is not a workable option as it creates conditions for significant

potential conflict between using the space for sheltering and other uses that have been identified and designated over time through bylaws or land use regulations. However, with insufficient indoor sheltering and housing spaces available and no permitted outdoor sheltering spaces it is difficult to tell people they must move on when there is no place they are allowed to be.

This report builds on the report of May 3, 2022 and recommends an approach to supporting residents who are sleeping rough. Addressing the needs of individuals experiencing homelessness is a complex problem and requires a collective community response. The implementation of this framework requires cooperation and action by multiple levels of government and community service providers.

DISCUSSION

Designating Outdoor Public Spaces for Overnight Sheltering

It remains the Municipality's position that every resident should have a home that is safe, supportive, and sustainable; that all homes should be purposely constructed for long-term human habilitation, built to safety codes and standards; and be in a suitable location based on its various municipal planning strategies.

While overnight sheltering outdoors should not be considered a solution to housing options, in the situation in which the municipality currently finds itself, designating spaces in parks was proposed as a short-term option to manage a situation where outdoor sheltering is already occurring.

The only immediate policy structure available to allow people to sleep on municipal land is through the Municipal Parks Bylaw, P-600. The Parks By-law generally prohibits camping in parks, unless otherwise posted or by permission, which comes from the Executive Director of Parks and Recreation.

In terms of the immediate need to provide sheltering options within the municipality for those experiencing homelessness and sleeping rough, staff have researched several locations within existing municipal parks where camping could be permitted. The initial identification of potential locations (listed in the May 3, 2022 report) was, in most cases, based on locations where people had erected tents and sheltered previously. Locations were subsequently evaluated against the criteria identified below. Most of the sites initially proposed as overnight-only locations were not deemed appropriate for multi-night locations due to conflicting daytime uses of those locations, primarily recreational. Crathorne Park was removed from the list of multi-night locations, due to a Halifax Water project proceeding this summer. Woodside Area Park and Ravenscraig were removed primarily due challenges related to servicing.

The proposed plan consists of four municipal parks to be clearly identified as locations in which camping could be established. Depending on the size of the park, one to five sites could be accommodated and each of these sites would have space to set up four tents. Permission would be restricted to tent camping, and as such the erection of hard sided shelters, such as sheds, would not be permitted.

The Executive Director of Parks and Recreation has developed a list of criteria to determine suitable locations.

Locations cannot be:

- within 50 metres of a school, daycare, or adult care facility;
- on active sports fields, dugouts, or bleachers;
- within horticultural displays or gardens;
- within cemeteries;
- near environmentally or culturally sensitive areas;
- blocking a path or right of access;
- on bridges, docks, or piers;
- near playgrounds, pools, or splash pads;

- near skateboard parks or sports courts;
- near picnic shelters, gazebos;
- near recreation facilities; or
- in highly inaccessible spaces for individuals, services, and support providers.

In addition to these criteria, the Executive Director of Parks and Recreation will consider the following when evaluating a proposed location:

- proximity or availability of public washrooms, park washrooms, or another toilet option;
- proximity to a potable water source for drinking and handwashing;
- proximity to public transit;
- proximity to services and supports residents need;
- site safety;
- site privacy;
- site maintenance services (including vehicular access and garbage removal);
- potential of damage to the site;
- risk of conflict with other users of space and the resident; and
- any other factor the Executive Director considers relevant.

For people camping in municipal parks, it is important to note that they are expected to follow the rules and regulations that apply to all citizens, such as the Parks By-law, Noise By-law or burn bans. Additionally, it will be required that the number of tents in close proximity to each other is limited to a maximum of four. This is based on the experiences of other jurisdictions that noted significantly fewer issues for people sheltering in parks when the number of tents was low.

With these criteria in mind, the following locations (as shown in Attachment 2) are recommended to be designated as camping sites for persons experiencing homelessness.

- Barrington Street Green Space between Cornwallis St. and North St. 1 in Halifax (4 – 5 sites)¹
- Lower Flinn Park in Halifax (1 site)
- Geary Street green space in Dartmouth (1 site); and
- Green Road Park in Dartmouth (2 sites)

These locations meet the requirements outlined above and would allow 30+ people to sleep rough in the community. This is more than the number of persons currently identified by staff as sleeping rough in municipal parks. Based on the April 2022 Point in Time Count, while there are more people than this sleeping rough in the community, many are not sheltering in a park space.

While the overall number of people sleeping rough is expected to increase, this is likely to be offset as new supportive housing options are brought on-line by the province.

Some of the proposed locations, such as Geary Street and the Barrington Street green space, are already accommodating people sleeping rough. Pending Regional Council direction, staff will roll out additional elements such as additional toilets, signage, storage boxes, needle boxes, etc. in the coming weeks. Some services are more logistically challenging to provide and may take more time to set up.

In the future, should the need for camping space exceed the capacity of these four locations, staff will consider adding designated locations in park spaces. Staff does not intend to return to Regional Council for feedback on additional locations but rather would apply the criteria indicated above and consult with the local Councillor. Additionally, the Municipality will work with other levels of government to identify and request that provincially and federally owned spaces be made available where people could be permitted to shelter overnight.

¹ The south end of the Barrington green Space is part of the Cogswell Interchange project. The area that will be allocated to that project has been identified on the attached map and no residents will be directed to that portion of the space for sheltering.

In the medium-term consideration can be given to the use of other types of municipal spaces for this purpose. The Municipality should continue the practice of allowing people to sleep rough in areas where there is no disturbance to the community or conflict with use. The Municipality is also aware that the provincial and federal governments have vacant and/or underutilized properties and staff are engaged in discussions with them on the idea of using them for this purpose. Additionally, in approximately five-six months options will have to be available for people sleeping rough during the winter. While emergency shelters, hotels, churches, and the Gray Arena have provided such opportunities in the past, they may not be available in the future.

Education & Compliance

Building on principles identified in the May 3, 2022 report, as the Municipality considers its support around homelessness, the following principles have guided staff's work:

- The Municipality wants everyone to have a home;
- As supported by the Government of Canada in their Reaching Home initiatives, Housing First is the recommended approach to help individuals experiencing homelessness;
- Every action the Municipality takes in assisting residents experiencing homelessness should be grounded in a harm reduction approach, consider how it supports human rights and maintains personal dignity for those affected;
- Relationship building, learning, education, and voluntary compliance are always preferred over an involuntary compliance action;
- Transparency and ongoing communication are essential for the development of trust;
- Whenever possible, the Municipality should avoid duplicating the work of other service providers in the community and instead support them in their efforts to serve residents better;
- Nothing for us, without us – the people who will be impacted by decisions and actions should be meaningfully involved in those decisions;
- Everyone is expected to follow the law; and
- Halifax Regional Police (HRP) should not be a primary response to many of the issues surrounding homelessness. HRP should be focused on the prevention and resolution of crime. Responses to issues surrounding homelessness should whenever possible be led by Street Navigators, service providers, and civilian compliance officers.

Framework – Supporting those Sleeping Rough

Working with those sleeping rough should start with learning from them and their experiences, working together to help them improve their living situation as opposed to compliance and enforcement. The goals of the process of supporting others should first be on preventing the loss of housing or, if someone is unhoused, on finding someone safe, supported, and sustainable housing. Stages below are not necessarily linear, and stages such as compliance and enforcement or involuntarily compliance should be avoided as much as possible and would only occur in instances where individuals were sleeping rough in unsuitable locations or in instances such as described below where voluntary compliance could not be achieved.

Should housing not be available or accessible, the process should afford an option for the person sleeping rough in a suitable location. Part of what makes a location suitable is that the person is allowed to be there. While there are many factors that must be considered in designating such locations, it is preferable that individuals experiencing homelessness will have had input into the location and how it will be managed. A suitable location has access to services such as toilets, potable water, garbage cans and collection, needle boxes, and some form of dry storage. In addition, reasonably easy access to other community supports is essential, such as food, showers, laundry, medical care, and services like income assistance. Some of these services would be provided by the municipality, others by the province, and many through various community service providers.

To function effectively, various stages of this process require a robust communication and coordination system among the various elements. Responsibility for the majority of this process is not municipal; the province has the mandates around housing, health care, and income assistance and a wide range of other stakeholders, including government, non-profit and private entities, and individuals are involved to varying degrees. The municipality can play a support role in connecting people to available services. This process should be considered when developing the staff report concerning a municipal-provincial Memorandum of Understanding around housing as directed by Regional Council on May 3, 2022.

The significant stages of this proposed framework include:

Prevention

- A focus on opportunities for someone who is precariously housed to remain housed versus becoming homeless and entering that system. It is generally significantly cheaper to keep someone housed than to support them after becoming homeless. The municipality's primary role in this area is in its support for affordable housing.

Identification

- A person who has become homeless can easily find and access housing support systems.
- Community members who see someone who may be homeless can ensure that support systems are engaged to help that person.
- A professional, empathetic response is provided to any person who is experiencing homelessness.

Learning and education

- Understanding someone's story, situation, needs, literacy levels, cultural context and wants.
- Provision of information around supports and systems available to help someone precariously housed or experiencing homelessness.
- Assistance in determining what supports and systems would help and how they could access them.

Collaborative support

- Provision of support to persons experiencing homelessness based on their needs and goals.
- Movement from precariously housed or sleeping rough to safe, supportive, and sustainable housing.
- Movement to a designated site for rough sleeping that includes necessary services until suitable housing is available and the housing option is acceptable to the resident.

Intensive case management

- For persons with more challenging needs, intensive case management is required. Street Navigators and outreach workers who have identified and connected with a person who is experiencing homelessness would activate the process. The Assertive Community Treatment Team (ACT) model exemplifies how these enhanced supports can be delivered. An ACT team is an integrated team-based approach designed to provide comprehensive community-based support to help people remain stably housed. It usually includes significant mental health support. Services that would typically be included in such a model exist locally but are limited and not organized on a community-wide basis, as such this model is a desired component and not currently in wide practice.
- Develop a personal plan to work with the individual to resolve sheltering, housing, and other issues.
- Movement from precariously housed or sleeping rough to safe, supportive, and sustainable housing.
- If that is not immediately available, movement to a designated site for rough sleeping that includes necessary services until suitable housing is available and the housing option is acceptable to the resident.
- It is important to note that some service providers can provide intensive case management, capacity in the service provider community to do this is limited and does not meet current demand. The municipality is not resourced and does not have the expertise or mandate to provide this intensive case management.

Compliance and enforcement

- The compliance and enforcement stage of this process includes the introduction of municipal compliance officers to the situation. Their role is to ensure that people sleeping rough follow the bylaws and any conditions set as part of the permission to camp in parks. Their approach is again based on the goal of voluntary compliance. Their approach includes several steps, over several visits, similar to the learning and collaborative response noted above: communicate, educate, support voluntary compliance, and finally, require compliance.

Involuntary compliance

- While the goal is always to settle any issues through a restorative, collaborative, and voluntary process, situations exist where this may not occur. These may include:
 - Someone sheltering in a location scheduled for demolition or construction should not prevent the eventual commencement of that work;
 - Where there is a credible and immediate threat to life or property;
 - Where there are significant public health or public safety concerns associated with a sheltering site; or
 - Someone sheltering in an unsuitable location for that purpose and refuses to participate in a negotiated re-location.
- If it is determined that an involuntary compliance approach is required, the Executive Director of Parks and Recreation will refer the matter to HRP and they will be responsible for enforcement, which may include removing the individual. It is intended that an enforcement approach would generally not be considered until all others have been exhausted. Support services (e.g. transportation) would still be offered in these instances where possible.
- There are times when HRP will respond to issues or concerns about a person experiencing homelessness outside of this process such as when responding to any calls for service related to public safety or alleged criminal activity.

HRP may also be requested to support during other activities to help ensure the safety of staff.

A summary chart providing further examples of each stage of this process is included as Attachment 3.

Monitoring and Enforcement Related to Designated Locations

In the immediate term, monitoring and enforcement related to designated locations will be undertaken by existing municipal compliance officers. They will be responsible to ensure use of municipal park space complies with the Parks Bylaw and related requirements.

Compliance officers will regularly visit designated locations. The specific schedule may fluctuate depending on the number of people at a location, how long they have been there and whether concerns are being reported about sites. During these visits, they will always ask people if they need assistance. Concerns not able to be dealt with on site would be brought forward to their supervisor for identification of next steps. Next steps may include discussion with Street Navigators to identify available supports. They will follow up on previous visits and address any new concerns.

Compliance officers will also be assigned to visit non-designated locations where people may be camping. These locations will be identified through the Learning, Collaboration, Response, and Compliance process outlined above, which includes calls to 311 from residents and councillors. Again, these visits by compliance officers will generally occur after an initial visit from a Street Navigator.

In general, enforcement related to non-compliance will take the following approach:

- Compliance officers approach the person(s) who is engaging in non-compliant behaviour and identify themselves to them, seek to understand the situation from that person's perspective and explaining the situation and concern about non-compliance from a municipal perspective;
- If helpful in the circumstances, the compliance officer can help connect the person with other resources, likely through referral to a Street Navigator or outreach worker;

- Ask the person to take action to align with municipal requirements;
- Return to the site, on a timeline appropriate to the non-compliant behaviour to follow up; and
- Should the non-compliant behaviour persist, HRP may be engaged.

Voluntary compliance is always preferred. Steps related to compliance occur over multiple visits unless the concern is urgent or an ongoing repeating problem. Ultimately, should someone refuse to engage in conversations and negotiations, and significant efforts have been made to resolve concerns, HRP may need to be engaged in an involuntary approach to compliance, such as removal of the person from a park space.

Staff have worked through a wide range of potential issues or concerns (refer to Table1) to identify proposed courses of action to respond to various areas of concern. This includes concerns such as enforcement of the maximum number of permitted tents in a site. Enforcement of this item will depend on frequent record keeping related to tents on site for compliance officers to be able to suggest movement to another site or location based on who is most recently arrived at a given site. Such discussions are likely to be negotiations and may require the support of Street Navigators.

Because of an anticipated increase in compliance needs related to people sleeping rough in parks, staff are proposing in the short-medium term to establish a compliance function within the Parks and Recreation business unit. The purpose of this function in the near term would be primarily focused on monitoring and compliance related to designated sheltering locations in parks. Having a dedicated park patrol would allow the municipality to recruit and train with a view to having compliance officers that are heavily focused on a restorative approach and who could develop expertise in working with people experiencing homelessness.

Table 1

Situation or concern	Desired outcome	Specific actions of the Bylaw Officer or Park Patrol
A person or people camping in a non-designated location or site	Access to housing through the Street Navigators and service providers. If that is not possible, voluntary movement of the resident to a designated location.	Ensure connection with a Street Navigator Provision of information about designated locations and sites, including a handout with a map Request if the person might require assistance in moving to a designated location
Too many tents in site	Access to housing through the Street Navigators and service providers. If that is not possible, movement of the resident to a position that supports the guideline of a maximum of 4 tents together.	Inform individuals that only four tents are allowed (consider exception to five if people are a group). Based on previous records identify who is new to the site and suggest movement to another site. Engage Street Navigators for connection to support services.
A person needing assistance of some nature to move	Connection to supports for moving.	Ensure connection with a Street Navigator.
Sites are unkept and become a public health issue	Garbage collection and site clean-up. Needle clean-up.	Report to Parks staff, who will arrange a site clean-up. Report to Mainline needle exchange, who will arrange for a site clean-up.

Table 1 Continued

Situation or concern	Desired outcome	Specific actions
A person needs other support around food, clothing, laundry, etc.	Referral to various agencies and connection to the Street Navigators.	Ensure connection with a Street Navigator Provide an information sheet on services available in the community
Fire safety	Fires are burning in inappropriate locations or during prohibited times.	Provide residents of the burn rules in place at the time Call 911 for Halifax Regional Fire and Emergency if an active fire is burning when prohibited Ensure Street Navigators are informed of observed situations so they can provide similar answers to questions they get asked by residents
Assault, violent act, or suspected criminal behaviour <ul style="list-style-type: none"> • any criminal activity; or • altercations with park users – violent behaviours. 	Acts of this nature will be reported to the HRP for investigation. It is important to note that if members of the community call the police about an issue, they must investigate and respond.	Depending on the severity of the situation: <ul style="list-style-type: none"> • Information report sent through to Police for review and action; • Call non-emergency line; or • Call 911.
Occurrence of a shed or other fixed/hard-sided structure: <ul style="list-style-type: none"> • at designated sites; or • at other municipal parks. 	Such structures are removed from municipal property.	Tell resident or person placing the shed that these structures are not permitted. Issue a notice that the structure is not permitted – provide to resident or place on structure. Report if the shed is unoccupied.

Lived Experience Committee

United Way is being engaged to bring together a lived-experience committee. The intent of the committee is to ensure the voices and perspectives of persons with lived experience of homelessness are heard in the decision-making process. The committee will provide feedback to the municipality on its approach and policies related to homelessness. It will not be a committee in the traditional sense, in that some of those providing feedback may move in and out of the process. It is anticipated that there will be a small group of persons consistent through the process to provide feedback over a period of several months.

Communications

Communications continues to be a key component to inform residents of the municipality's efforts to assist those experiencing homelessness. To support the plan to create these four locations, the following communications activities will take place:

Q&As – In consult with the various municipal business units supporting this initiative, Corporate Communications will prepare a list of Q&As which will help explain the various elements of this plan and address potential questions from residents. These will be: posted online on the municipal webpage Helping Address Homelessness; used by the Public Affairs team to address questions from the media; used by 311 to address questions/concerns from residents; and provided to Regional Council to use

as needed in communicating with their constituents; Any media inquiries pertaining to police incidents or police involvement will be handled by HRP.

Handouts – Corporate Communications will prepare two sets of handouts to coincide with the launch of these four locations. The first will be used by utilized by Street Navigators and municipal staff when communicating with residents experiencing homelessness to explain the different locations that are available to them, and the guidelines for staying at these locations. The second will be for the residents in the communities in which other residents have been living in tents and/or makeshift structures to explain the support and processes that are available support those experiencing homelessness or to report a community safety issue; and

Signage – To coincide with the handouts, Parks and Recreation, through Corporate Communications, will prepare appropriate signage for each of the four locations to explain the layout of the different sites, the guidelines for camping at the location, and the support available to residents experiencing homelessness.

FINANCIAL IMPLICATIONS

Funding for identified items in this report such as setting up and servicing designated sites and salary, benefits, training, and other requirements for a supervisor and two compliance officers can be accommodated within the approved emergency housing funding in Fiscal Services for 2022/23.

2022/23 Funding and Estimated Expenditures	
2021/22 Funding carried forward	\$ 1,205,600
2022/23 Budget	\$ 500,000
Total Funding	\$ 1,705,600
Capital expenditures and utilities and maintenance for the modular units	\$ (853,800)
Temporary position for the development of supports for homelessness	\$ (56,100)
Lived Experience Committee with United Way and additional community engagement and consultation	\$ (50,000)
Setting up and servicing of designated sites *	\$ (50,000)
Salaries, benefits, training, and other requirements for a Supervisor and two Compliance Officers *	\$ (200,000)
Total Expenditures	\$ (1,209,900)
Uncommitted Balance	\$ 495,700

* Items associated with this report.

Note: Annual salaries and benefits for a Supervisor and two Compliance Officers are approximately \$244,000.

Staff will monitor the implementation of designated sites and return to Council should additional resources be required associated with the management of those sites.

RISK CONSIDERATION

Risk	Likelihood (1-5)	Impact (1-5)	Risk Level (L/M/H/VH)	Mitigation
Legal & Compliance – <ul style="list-style-type: none"> - that permitting some overnight camping will draw individuals to municipal parks that are not experiencing homelessness; - that existing encampments will continue and continue to arise in undesignated locations; 	4	2	H	Evaluate compliance issues and be prepared to revise approaches.

<ul style="list-style-type: none"> - persons at designated locations do not follow posted rules; and - size of groups at designated locations exceeds allowable numbers. 				
<p>Reputational</p> <ul style="list-style-type: none"> - Reputational risks are associated with both recommend action and inaction 	4	4	VH	<p>Strong communications.</p> <p>Work with province, service providers and others.</p>
<p>Health & Safety</p> <ul style="list-style-type: none"> - persons at designated locations do not follow posted rules; and - that size of groups at designated locations exceeds allowable numbers. 	4	3	H	<p>Provision of supports.</p> <p>Compliance efforts.</p> <p>Work with province, service providers and others.</p>
<p>Service Delivery/Infrastructure</p> <ul style="list-style-type: none"> - That park infrastructure is damaged and/or unable to be used for recreational purposes. 	3	2	M	<p>Compliance efforts.</p> <p>Restoration efforts.</p>
<p>Environmental</p> <ul style="list-style-type: none"> - That unsanitary conditions and excessive use could have impact on green spaces. 	3	2	M	<p>Provision of supports.</p> <p>Compliance efforts.</p> <p>Work with province, service providers and Others.</p> <p>Restoration efforts.</p>

COMMUNITY ENGAGEMENT

There was considerable community engagement in the development of this report.

ENVIRONMENTAL IMPLICATIONS

No environmental implications were identified.

ALTERNATIVES

Halifax Regional Council may:

1. Direct the CAO to return to Council with amendments to the Parks By-law to either:
 - a. permit sheltering anywhere in municipal parks,
 - b. remove the authority to permit camping in parks with permission, or
 - c. vest in Council the authority to give permission for camping in parks and set associated criteria and locations.
2. Request the CAO to amend the criteria or the locations as outlined in the staff report.

ATTACHMENTS

- Attachment 1 – Pending Affordable/Supportive Housing Projects
- Attachment 2 – List of Proposed Designated Location for Multi-Night Camping
- Attachment 3 – Process Examples

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Max Chauvin, Special Projects Manager, Park & Recreation, 902-456-7420
 Maggie MacDonald, Executive Director, Parks & Recreation, 902-490-4933

Pending housing projects – 187 units before end of 2022 with an additional 105 in the following year

<i>Project Name</i>	<i># of Units</i>	<i>Location</i>	<i>Operator</i>	<i>Type of Resident</i>	<i>Proj. Completion</i>
Halifax Modular Sites	38 units	Halifax	Province/Out of the Cold	Varied residents	Complete
Unnamed project	7 units	Halifax	North End Community Health Ctr	Varied residents	Complete
The Blue Building	11 units	Halifax	North End Community Health Ctr	African Nova Scotians	Summer 2022
The Sunflower 1-2-3 bdrm	25 units	Lakeside	Adsum for Women and Children	Women, families, trans	Summer 2022
Diamond Baily	21 units	Halifax	Mi'kmaw Friendship Ctr	Indigenous	Summer 2022
The Overlook	65 units	Dartmouth	Affordable Housing Assoc NS	High acuity residents	Fall 2022
Unnamed project	8 units	Dartmouth	Akoma Holdings	African Nova Scotian families	Fall/Winter 2022
Unnamed project	12 Units	Eastern Shore	Souls Harbour	Women and children	Fall/Winter 2022
Truth North	44 Units	Dartmouth	Affordable Housing Assoc NS	Families	Fall/Winter 2022
SHYM (YWCA)	4 Units	Halifax	YMCA and Welcome Housing	Women and children	Mid 2023
Compass NS	57 Units	Dartmouth	Cooperative	Varied, families	Late 2023/early 2024

It is expected that there will be additional funds provided by the Federal Government for a third round of projects within the Rapid Housing Initiative later this year.

Note: That the timelines listed are based on current estimates. Supply and labour challenges may causes unexpected delays.



Proposed Designated Sites for Multi-Night Sheltering

- Police
- Fire
- Hospitals and Clinics
- Library
- Bus Terminal
- Public Washroom
- Community Centre
- Park

HRM owned Land by Classification

- Business Park
- Cemetery Land
- Drainage
- In Transition
- Land Associated with Buildings

Tent Site (max. 4 tents per site)

- Land Associated with Utilities
- Open Space Land
- Right-of-Way Land
- Solid Waste Land
- Unknown
- Water Lot
- Vacant

HALIFAX

Parks & Recreation

0 390 780



Meters

Date: 6/6/2022

Stage	Typical Activities	Who may be involved	What is the goal	Example of solutions or support
Prevention	<p>Discussion between tenant and landlord</p> <p>Reaching out to service provider to ask for help</p> <p>Call 311 or 211</p> <p>Complaint to residential tenancies</p>	<p>Resident in need (Self-identification)</p> <p>Landlords</p> <p>Service providers</p>	<p>Prevent someone from becoming homeless</p>	<p>Rent deferral or payment plan</p> <p>Rent forgiveness</p> <p>Payment of arrears</p> <p>Immediate move into an alternative housing option</p>
Identification	<p>Call to 311 or 211 by the resident</p> <p>Call to 311 from a neighbour</p> <p>Outreach to and by service providers or community organizations</p>	<p>Resident in need</p> <p>Community member</p> <p>Service provider</p> <p>Municipal Councillor</p> <p>311 Call Centre</p>	<p>Ensure service providers are aware promptly that someone is homeless and may need assistance</p>	<p>Street navigator system is activated, and they visit the person to establish a relationship and offer information or support</p>
Learning and education	<p>Street Navigator and other support staff meet with a homeless resident</p> <p>Assessment process</p>	<p>Service providers</p> <p>Street navigators</p>	<p>Understanding of person's story, circumstances, and goals</p> <p>Connection to support services</p> <p>Improved quality of life</p>	<p>Initial relationship established</p> <p>Connection to various support services</p> <p>Registry on By Name list</p>
Support	<p>Ongoing support to people</p> <p>Ongoing information-sharing, including information about designated sites and expectations (community rules)</p>	<p>Service providers</p> <p>Street navigators</p>	<p>Improved quality of life</p> <p>Move to housing or, if no other option, designated site</p>	<p>Provision of or connection to support, including food, water, medical care, and other needs</p> <p>Moving assistance if desired</p> <p>Supports for rough sleeping (Tent etc.)</p>

<p>Intensive case management</p>	<p>Development and implementation of a detailed individual support plan for those with high needs</p>	<p>North End Community Health Centre and other service providers</p>	<p>Improved quality of life Move to housing or, if no other option, designated site</p>	<p>Provision of suitable supportive housing option Medical care, including mental health Other supports</p>
<p>Compliance and enforcement</p>	<p>Request to move to a suitable site Request to comply with community rules such as noise bylaw, fire ban, tent #s Addressing someone who refuses to comply with a request Criminal behaviour</p>	<p>Compliance staff HRFE (Fire issues) HRP</p>	<p>Improved quality of life Move to housing or, if no other option, designated site Compliance with bylaws Community safety</p>	<p>Moving assistance Direction that someone must move Fire response and extinguishing HRP response if required and all other options have been exhausted</p>