

Item No. 10.2.1

Board of Police Commissioners for the Halifax Regional Municipality September 3, 2025

TO: Chair O'Malley and Commissioners of the Board of Police Commissioners for the

Halifax Regional Municipality

DATE: August 5, 2025

SUBJECT: Formal Adoption of BoPC Policy on Policing Encampments

ORIGIN

June 4, 2025 meeting of the Board of Police Commissioners, Item 10.2.5

It is recommended that the Board of Police Commissioners for the Halifax Regional Municipality adopt in principle, subject to a period of public comment, the policy Policing Encampments for inclusion in the Board of Police Commissioners' Policy Manual, as outlined in Attachment 1 of this report.

MOTION PUT AND PASSED

RECOMMENDATION

It is recommended that the Board of Police Commissioners for the Halifax Regional Municipality adopt the policy entitled Policing Encampments, for inclusion in the Board of Police Commissioners' Policy Manual, as outlined in Attachment 1.

BACKGROUND/DISCUSSION

Public feedback was received from the co-founder of Complex Trauma Canada, and HRM's Lived Experience Consultant, who was contracted by the municipality's Housing and Homelessness division to host conversations with people living in encampments about police and encampments.

The Lived Experience Consultant confirmed the desire of people living in encampments to be consulted on policies that have a direct impact on their lives. People with lived experience of homelessness hold unique perspectives, including ideas on how their interactions with police can be improved. The involvement of people with lived experience in shaping policies is essential to their successful operationalization, and his

principle is reflected in clause 2 of the proposed policy:

The chief officer's policy shall be informed by the knowledge and experience from interested and impacted parties, including HRP officers, Encampment residents, HRM Business Units, representatives from social service agencies that assist the unhoused, and the Board of Police Commissioners.

Other key themes received include:

- Enhanced training requirements to improve responses to individuals experiencing mental health crises:
- Establishing formal partnerships with mental health organizations and those that serve those experiencing homelessness;
- Enhanced reporting requirements;
- Ensuring that encampment closures are conducted in a manner that minimizes re-traumatization;
- Recommendations directed at 311 call operators to provide a more critical lens of calls they receive;
- Recommendations directed at the municipality and the Department of Justice;
- Identification requirements for individuals responding to calls in encampments;
- Public education on the root causes of homelessness;
- More funding for short and long-term housing; and
- Establishing a dedicated police unit responsible for responding to issues arising in encampments.

Many of these recommendations, such as establishing formal partnerships, and ensuring that encampment closures are conducted in a manner that minimizes re-traumatization, are already operationalized and/or included in the proposed policy. Other recommendations received are operational in nature (such as establishing a dedicated policing unit) or outside the scope of the Board (for example, recommendations directed at 311 operators, the municipality as a whole, the Department of Justice, and civilian-led response team members).

To enhance the training section of the policy and to better reflect the feedback received, staff are recommendation that the following be included as clause 8:

The chief officer shall ensure that training considers tactics that aim to reduce any retraumatization, and whenever possible, that this training is informed by organizations that design and facilitate training specifically for homelessness and housing service providers.

The principle of ensuring that training considers reducing re-traumatization has broad application beyond the police response to homelessness. Staff are therefore exploring including this language in a future policy to ensure that such training is not unique to policing encampments.

While staff are not recommending further reporting requirements beyond what is outlined in the policy on Matters of Immediate Strategic Significance, to enhance transparency, staff are recommending including the following be included as clause 13:

The chief officer or designate will notify the Chair once HRP's policy is publicly posted and when any revisions to that policy are publicly posted.

In addition, the template for the policy has been streamlined to align with ongoing revisions of the policy manual, which will be considered by the Board at a future meeting.

FINANCIAL IMPLICATIONS

There are no immediate financial implications to this report. Any future financial implications arising from implementation of the recommendations will be addressed in staff reports and HRM departmental budgets as required.

COMMUNITY ENGAGEMENT

The Board of Police Commissioners is comprised of four citizen members and three Councillors. Meetings are live webcast on Halifax.ca. The agenda, reports, video, and minutes of the Board are posted on Halifax.ca. The proposed Policing Encampments policy was posted for public feedback on the Board website between June 5th and July 14, 2025.

LEGISLATIVE AUTHORITY

Police Act 2004 section 55 states:

The function of a board is to provide

. . .

(b) the administrative direction, organization and policy required to maintain an adequate, effective and efficient police department

ATTACHMENTS

Attachment 1 – Policing Encampments – Revised

Attachment 2 – Policing Encampments – Final

Attachment 3 – Staff recommendation report dated June 4, 2025

Report Prepared by: Joshua Bates, Policing Policy Strategist, Office of the Commissioner of Public Safety,

902.478.2032

Policing Encampments

Original Implementation Date	Approved by	
Date of Last Revision	Approved by	
Effective Date of Last	Approved by	
Revision		

Purpose

The Halifax Board of Police Commissioners is committed to overseeing the delivery of fair, effective, efficient, equitable and accountable policing services in keeping with community values, needs, and expectations to the community members, including unhoused persons.

Homelessness takes many forms. Due to insufficient housing, a lack of healthcare, as well as the lack of indoor sheltering options and associated supports or wrap around services, there are people forced to shelter outside, many who do so in Encampments within municipal parks.

Any Encampment response must not lose sight of the fact that human beings who are involved and impacted may have long histories of trauma, and the closure of an Encampment presents another potentially traumatic incident. The Halifax Board of Police Commissioners therefore adopts the following guiding principles, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality:

1

1. HUMAN RIGHT

The 1948 United Nations Universal Declaration of Human Rights recognizes adequate housing as part of the right to an adequate standard of living.

2. PARTICIPATION:

The persons whose decisions and actions will impact must be involved in developing policies and work plans. We support the mantra of "Nothing About Us Without Us."

3. ADMINISTRATION OF THE LAW

The municipality administers and enforces the laws, regulations, and bylaws enacted by Regional Council, the Province of Nova Scotia, and the Government of Canada. This includes building, general safety, and fire codes. The municipality expects all its partners and citizens to comply with the law.

4. PERSON-CENTERED

Ensure that people's preferences, needs, and values guide clinical decisions, providing care and support that is respectful of and responsive to them. It is important to remember people who shelter outside have strengths, and those must be recognized, respected, and leveraged.

5. HOUSING FIRST

¹ Framework for Addressing Homelessness, Halifax Regional Municipality, accessed May 23, 2025, https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/230221rc1515.pdf

A *Housing First* approach focuses on moving people experiencing homelessness quickly from a shelter or sleeping rough to safe, sustainable, and supportive housing. Stable housing is essential to deliver services successfully and supports to persons experiencing homelessness.

6. RELATIONSHIPS

Relationship building, learning, education, and voluntary compliance are always preferred over involuntary compliance action.

7. TRANSPARENCY

Transparency and ongoing communication are essential for the development of trust. Strong, productive relationships between all levels of government, service providers, and the community cannot exist without trust and transparency.

8. COOPERATION

Housing and homelessness are complex problems, with no order of government nor single community agency able to solve them independently. The municipality is committed to working in close partnership with others to reduce homelessness and increase the availability of affordable and deeply affordable housing.

Whenever possible, the municipality should avoid duplicating the work of service providers and other levels of government and instead support them in their efforts to serve all residents better.

9. CIVILIAN LED RESPONSE

Responses to homelessness issues should, whenever possible, be led by a coalition of Street Navigators, service providers, and health professionals. Halifax Regional Police (HRP) or the Royal Canadian Mounted Police (RCMP) primarily focus on the prevention and resolution of crime and will be involved when / as required.

10. TRAUMA-INFORMED

Trauma is often closely tied to substance use, mental illness, stigma, healthcare access barriers, and other challenges. Trauma-informed practice means recognizing this link and ensuring that people feel safe and are not re-traumatized by their current experiences.

In addition, the Halifax Board of Police Commissioners acknowledges the distinct needs of Indigenous people, Black and other racialized people, women, 2SLGBTQIA+ people, youth, seniors, and people with disabilities. The Board of Police Commissioners also acknowledges the distinct relationship that Indigenous people have with their land and the right to live on that land in the cultural, historical and spiritual manner they wish.

Definitions

In the context of this document:

Board means the Halifax Board of Police Commissioners

Chair means Chair of the Board of Police Commissioners

Chief officer means the Chief of Halifax Regional Police

Encampment means a temporary outdoor location, often consisting of tents or other structures, used by people as a housing option, on public or privately owned land

HRD means the Halifax Regional Detachment of the Royal Canadian Mounted Police

HRM means the Halifax Regional Municipality

HRP means the Halifax Regional Police

Policy of the Board

It is the Policy of the Board that:

General

- 1. The chief officer shall establish a policy with respect to the Halifax Regional Police's responses to Encampments that aligns with the stated principles in this policy.
- 2. The chief officer's policy shall be informed by the knowledge and experience from interested and impacted parties, including HRP officers, Encampment residents, HRM Business Units, representatives from social service agencies that assist the unhoused, and the Board of Police Commissioners.

Mission, Vision and Values

3. The chief officer shall ensure that HRP's policies regarding Encampments align with the mission, vision and values, as outlined in HRP's Strategic Plan², and the Principles of Policing, as outlined in in HRM's Police Board By-law P-100.

Inter-agency Cooperation

4. In accordance with the HRM Lived Experience consultation submitted to Regional Council,³ the chief officer shall prioritize relationship building with service providers by participating in interagency committees and partnerships.

Training

- 5. The chief officer shall ensure that all HRP staff are familiar and in compliance with the HRP policy on Encampments.
- 6. The chief officer shall ensure that any changes in the HRM coordinated response protocols involving Encampments are reflected in HRP's policy.
- 7. The chief officer shall ensure that HRP training for Encampments is reflective of the guiding principles, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality, acknowledges the distinct needs of Indigenous people, Black and other racialized people, women, 2SLGBTQIA+ people, youth, seniors, and people with disabilities.

²About Halifax Regional Police, accessed May 26, 2025, https://www.halifax.ca/safety-security/police/about-halifax-regional-police

³ Lived Experience Committee and Consultation, Halifax Regional Municipality, accessed May 23, 2025, https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/221122rc1519.pdf

8. The chief officer shall ensure that training considers tactics that aim to reduce any retraumatization, and whenever possible, that this training is informed by organizations that design and facilitate training specifically for homelessness and housing service providers.

HRP's day-to-day involvement with Encampments

- 9. The chief officer shall ensure that HRP's day-to-day involvement with Encampments includes the following activities:
 - a. Responding to alleged criminal conduct and criminal investigations;
 - b. When the need is identified, refer individuals to appropriate supports and service providers;
 - c. As appropriate, inform service providers of identified needs;
 - d. As appropriate and proportionate to the circumstances of each individual Encampment, provide community policing efforts to ensure the safety and security of those living in Encampments and those living in adjacent communities;
 - e. As appropriate, engaging with other Business Units, including supporting safety assessments, community engagement, and sharing and addressing community safety concerns; and
 - f. In the event that personal property is left behind following the arrest or incarceration of an individual, ensuring that the Housing and Homelessness Team in the Community Safety Business Unit is notified.

HRP's involvement with closing Encampments and reporting requirements

- 10. When HRP is involved in the closure of an Encampment, the chief officer shall ensure that:
 - a. Property ownership and applicable legislation is determined;
 - b. The authority of the person requesting removal of the encampment is established prior to action being taken;
 - c. Any action taken by HRP to close an Encampment will be in compliance with the applicable legislation; and
 - d. Where appropriate and when available, HRP's response will follow Principle 9, Civilian Led Response, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality.
- 11. HRP's involvement in the closing of an Encampment is a Matter of Immediate Strategic Significance. As such, subject to security or operational concerns, the chief officer shall report the content of any debriefing or lessons learned following the closing of an Encampment to the Board.

Halifax Regional Detachment

12. The Halifax Regional Detachment (HRD) shall review this policy for alignment and integration.

Public Posting of Policy

13. The chief officer or designate will notify the Chair once HRP's policy is publicly posted and when any revisions to that policy are publicly posted.

Policing Encampments

Original Implementation Date	Approved by	
Date of Last Revision	Approved by	
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Purpose

The Halifax Board of Police Commissioners is committed to overseeing the delivery of fair, effective, efficient, equitable and accountable policing services in keeping with community values, needs, and expectations to the community members, including unhoused persons.

Homelessness takes many forms. Due to insufficient housing, a lack of healthcare, as well as the lack of indoor sheltering options and associated supports or wrap around services, there are people forced to shelter outside, many who do so in Encampments within municipal parks.

Any Encampment response must not lose sight of the fact that human beings who are involved and impacted may have long histories of trauma, and the closure of an Encampment presents another potentially traumatic incident. The Halifax Board of Police Commissioners therefore adopts the following guiding principles, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality:

1

1. HUMAN RIGHT

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2. PARTICIPATION:

The persons whose decisions and actions will impact must be involved in developing policies and work plans. We support the mantra of "Nothing About Us Without Us."

3. ADMINISTRATION OF THE LAW

The municipality administers and enforces the laws, regulations, and bylaws enacted by Regional Council, the Province of Nova Scotia, and the Government of Canada. This includes building, general safety, and fire codes. The municipality expects all its partners and citizens to comply with the law.

4. PERSON-CENTERED

Ensure that people's preferences, needs, and values guide clinical decisions, providing care and support that is respectful of and responsive to them. It is important to remember people who shelter outside have strengths, and those must be recognized, respected, and leveraged.

5. HOUSING FIRST

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A *Housing First* approach focuses on moving people experiencing homelessness quickly from a shelter or sleeping rough to safe, sustainable, and supportive housing. Stable housing is essential to deliver services successfully and supports to persons experiencing homelessness.

6. RELATIONSHIPS

Relationship building, learning, education, and voluntary compliance are always preferred over involuntary compliance action.

7. TRANSPARENCY

Transparency and ongoing communication are essential for the development of trust. Strong, productive relationships between all levels of government, service providers, and the community cannot exist without trust and transparency.

8. COOPERATION

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Whenever possible, the municipality should avoid duplicating the work of service providers and other levels of government and instead support them in their efforts to serve all residents better.

9. CIVILIAN LED RESPONSE

Responses to homelessness issues should, whenever possible, be led by a coalition of Street Navigators, service providers, and health professionals. Halifax Regional Police (HRP) or the Royal Canadian Mounted Police (RCMP) primarily focus on the prevention and resolution of crime and will be involved when / as required.

10. TRAUMA-INFORMED

Trauma is often closely tied to substance use, mental illness, stigma, healthcare access barriers, and other challenges. Trauma-informed practice means recognizing this link and ensuring that people feel safe and are not re-traumatized by their current experiences.

In addition, the Halifax Board of Police Commissioners acknowledges the distinct needs of Indigenous people, Black and other racialized people, women, 2SLGBTQIA+ people, youth, seniors, and people with disabilities. The Board of Police Commissioners also acknowledges the distinct relationship that Indigenous people have with their land and the right to live on that land in the cultural, historical and spiritual manner they wish.

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- 2. The chief officer's policy shall be informed by the knowledge and experience from interested and impacted parties, including HRP officers, Encampment residents, HRM Business Units, representatives from social service agencies that assist the unhoused, and the Board of Police Commissioners.

Mission, Vision and Values

3. The chief officer shall ensure that HRP's policies regarding Encampments align with the mission, vision and values, as outlined in HRP's Strategic Plan², and the Principles of Policing, as outlined in in HRM's Police Board By-law P-100.

Inter-agency Cooperation

4. In accordance with the HRM Lived Experience consultation submitted to Regional Council,³ the chief officer shall prioritize relationship building with service providers by participating in interagency committees and partnerships.

Training

- 5. The chief officer shall ensure that all HRP staff are familiar and in compliance with the HRP policy on Encampments.
- 6. The chief officer shall ensure that any changes in the HRM coordinated response protocols involving Encampments are reflected in HRP's policy.
- 7. The chief officer shall ensure that HRP training for Encampments is reflective of the guiding principles, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality, acknowledges the distinct needs of Indigenous people, Black and other racialized people, women, 2SLGBTQIA+ people, youth, seniors, and people with disabilities.

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8. The chief officer shall ensure that training considers tactics that aim to reduce any retraumatization, and whenever possible, that this training is informed by organizations that design and facilitate training specifically for homelessness and housing service providers.

HRP's day-to-day involvement with Encampments

- 9. The chief officer shall ensure that HRP's day-to-day involvement with Encampments includes the following activities:
 - a. Responding to alleged criminal conduct and criminal investigations;
 - b. When the need is identified, refer individuals to appropriate supports and service providers;
 - c. As appropriate, inform service providers of identified needs;
 - d. As appropriate and proportionate to the circumstances of each individual Encampment, provide community policing efforts to ensure the safety and security of those living in Encampments and those living in adjacent communities;
 - e. As appropriate, engaging with other Business Units, including supporting safety assessments, community engagement, and sharing and addressing community safety concerns; and
 - f. In the event that personal property is left behind following the arrest or incarceration of an individual, ensuring that the Housing and Homelessness Team in the Community Safety Business Unit is notified.

HRP's involvement with closing Encampments and reporting requirements

- 10. When HRP is involved in the closure of an Encampment, the chief officer shall ensure that:
 - a. Property ownership and applicable legislation is determined;
 - b. The authority of the person requesting removal of the encampment is established prior to action being taken;
 - c. Any action taken by HRP to close an Encampment will be in compliance with the applicable legislation; and
 - d. Where appropriate and when available, HRP's response will follow Principle 9, Civilian Led Response, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality.
- 11. HRP's involvement in the closing of an Encampment is a Matter of Immediate Strategic Significance. As such, subject to security or operational concerns, the chief officer shall report the content of any debriefing or lessons learned following the closing of an Encampment to the Board.

Halifax Regional Detachment

12. The Halifax Regional Detachment (HRD) shall review this policy for alignment and integration.

Public Posting of Policy

13. The chief officer or designate will notify the Chair once HRP's policy is publicly posted and when any revisions to that policy are publicly posted.



Item No. 10.2.5 Board of Police Commissioners for the Halifax Regional Municipality June 4, 2025

TO: Chair O'Malley and Commissioners of the Board of Police Commissioners for the

Halifax Regional Municipality

FROM: Cathie O'Toole, Chief Administrative Officer

DATE: May 27, 2025

SUBJECT: Board of Police Commissioners Policy on Policing Encampments

ORIGIN

August 2, 2023, meeting of the Board of Police Commissioners, Item 7.1

MOVED by Commissioner Critchley, seconded by Commissioner Blackburn

THAT the Board of Police Commissioners (BoPC) direct the Policy Subcommittee to adopt the following as its first two areas of focus:

- 1. Review the Board of Police Commissioners' policies related to Extra Duty and Off Duty employment, and
- 2. In consultation with the Chief, draft a Board of Police Commissioners policy related to police response to homelessness for the BoPC's consideration.

MOTION PUT AND PASSED

RECOMMENDATION

It is recommended that the Board of Police Commissioners for the Halifax Regional Municipality adopt in principle, subject to a period of public comment, the policy Policing Encampments for inclusion in the Board of Police Commissioners' Policy Manual, as outlined in Attachment 1 of this report.

BACKGROUND

On August 18, 2021, the Halifax Regional Municipality and Halifax Regional Police (HRP) closed four Encampments in Halifax parks, including a high-profile site near the Memorial Library on Spring Garden Road. These Encampments were established by individuals experiencing homelessness due to a severe shortage of affordable and supportive housing. The Encampment evictions escalated into confrontations between municipal staff, law enforcement, and members of the public, resulting in several arrests and widespread criticism of the authorities' actions.

In response to these events, the Board of Police Commissioners (BoPC), on May 3, 2023, engaged Cooper, Sandler, Shime & Schwartzentruber LLP to conduct an independent civilian review ("the Independent Review"). This work culminated in a report released on August 12, 2024, with 37 recommendations to address the issues identified.

This report deals specifically with the police response to homelessness portion of the August 2, 2023 motion. Revised Off Duty and Extra Duty employment policies were previously approved by the BoPC.

DISCUSSION

Thirteen of the Independent Review's 37 recommendations are directed specifically at the BoPC. Recommendation 7 states that the BoPC should review its own policies to determine if any additional policies are needed, including on the topic of policing encampments and the unhoused.

The proposed policy on Policing Encampments emphasizes a compassionate and collaborative, approach to managing Encampments, focusing on the rights and needs of its residents. Specifically, the recommended BoPC policy provides direction to the Chief to produce an HRP policy with respect to its response to Encampments that:

- Is informed by the knowledge and experience of interested and impacted parties;
- Ensures relationship building is prioritized with service providers;
- Outlines expectations around training;
- Ensures certain critical activities are included as a part of the HRP's day-to-day involvement with Encampments;
- Confirms a process when HRP is involved in the closing of an Encampment, which includes ensuring the process is civilian led, where appropriate and when available; and
- Deems HRP's involvement in the closing of an Encampment a Matter of Immediate Strategic Significance.

In accordance with Recommendation 4 in the Independent Review, the policy commits to a human rights-based approach to address the needs of those who live in Encampments, and acknowledges the distinct needs of Indigenous people, Black and other racialized people, women, 2SLGBTQIA+ people, youth, seniors, and people with disabilities. In accordance with Recommendation 5, the policy acknowledges the distinct relationship that Indigenous people have with the land and their right to live on that land in the cultural, historical and spiritual manner they wish.

The policy also references the guiding principles included in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality, and requests the HRD to review the policy for alignment and integration.

FINANCIAL IMPLICATIONS

There are no immediate financial implications to this report. Any future financial implications arising from

implementation of the recommendations will be addressed in staff reports and HRM departmental budgets as required.

COMMUNITY ENGAGEMENT

The Board of Police Commissioners is comprised of four citizen members and three Councillors. Meetings are live webcast on Halifax.ca. The agenda, reports, video, and minutes of the Board are posted on Halifax.ca. Staff are recommending that the proposed policy be posted on the BoPC's website for a period of public comment.

LEGISLATIVE AUTHORITY

Police Act 2004 section 55 states:

The function of a board is to provide

. . .

(b) the administrative direction, organization and policy required to maintain an adequate, effective and efficient police department

ATTACHMENTS

Attachment 1 – Policing Encampments

Report Prepared by: Joshua Bates, Policing Policy Strategist, Office of the Public Safety Commissioner,

902-478-2032

Policing Encampments

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1 - Title

Policing Encampments

2 - Purpose

The Halifax Board of Police Commissioners is committed to overseeing the delivery of fair, effective, efficient, equitable and accountable policing services in keeping with community values, needs, and expectations to the community members, including unhoused persons.

Homelessness takes many forms. Due to insufficient housing, a lack of healthcare, as well as the lack of indoor sheltering options and associated supports or wrap around services, there are people forced to shelter outside, many who do so in Encampments within municipal parks.

Any Encampment response must not lose sight of the fact that human beings who are involved and impacted may have long histories of trauma, and the closure of an Encampment presents another potentially traumatic incident. The Halifax Board of Police Commissioners therefore adopts the following guiding principles, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality:¹

1. HUMAN RIGHT

The 1948 United Nations Universal Declaration of Human Rights recognizes adequate housing as part of the right to an adequate standard of living.

2. PARTICIPATION:

The persons whose decisions and actions will impact must be involved in developing policies and work plans. We support the mantra of "Nothing About Us Without Us."

3. ADMINISTRATION OF THE LAW

The municipality administers and enforces the laws, regulations, and bylaws enacted by Regional Council, the Province of Nova Scotia, and the Government of Canada. This includes building, general safety, and fire codes. The municipality expects all its partners and citizens to comply with the law.

4. PERSON-CENTERED

¹ Framework for Addressing Homelessness, Halifax Regional Municipality, accessed May 23, 2025, https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/230221rc1515.pdf

Ensure that people's preferences, needs, and values guide clinical decisions, providing care and support that is respectful of and responsive to them. It is important to remember people who shelter outside have strengths, and those must be recognized, respected, and leveraged.

5. HOUSING FIRST

A *Housing First* approach focuses on moving people experiencing homelessness quickly from a shelter or sleeping rough to safe, sustainable, and supportive housing. Stable housing is essential to deliver services successfully and supports to persons experiencing homelessness.

6. RELATIONSHIPS

Relationship building, learning, education, and voluntary compliance are always preferred over involuntary compliance action.

7. TRANSPARENCY

Transparency and ongoing communication are essential for the development of trust. Strong, productive relationships between all levels of government, service providers, and the community cannot exist without trust and transparency.

8. COOPERATION

Housing and homelessness are complex problems, with no order of government nor single community agency able to solve them independently. The municipality is committed to working in close partnership with others to reduce homelessness and increase the availability of affordable and deeply affordable housing.

Whenever possible, the municipality should avoid duplicating the work of service providers and other levels of government and instead support them in their efforts to serve all residents better.

9. CIVILIAN LED RESPONSE

Responses to homelessness issues should, whenever possible, be led by a coalition of Street Navigators, service providers, and health professionals. Halifax Regional Police (HRP) or the Royal Canadian Mounted Police (RCMP) primarily focus on the prevention and resolution of crime and will be involved when / as required.

10. TRAUMA-INFORMED

Trauma is often closely tied to substance use, mental illness, stigma, healthcare access barriers, and other challenges. Trauma-informed practice means recognizing this link and ensuring that people feel safe and are not re-traumatized by their current experiences.

In addition, the Halifax Board of Police Commissioners acknowledges the distinct needs of Indigenous people, Black and other racialized people, women, 2SLGBTQIA+ people, youth, seniors, and people with disabilities. The Board of Police Commissioners also acknowledges the distinct relationship that Indigenous people have with their land and the right to live on that land in the cultural, historical and spiritual manner they wish.

3 - Scope

This policy applies to all sworn and unsworn members of HRP as outlined in the Department Order #: 04-09 and to the Chief of HRP.

4 - Definitions

In the context of this document:

Police Act or Act means the Police Act, S.N.S. 2004, c. 31 as amended

Board means the Halifax Board of Police Commissioners

Chair means Chair of the Board of Police Commissioners

Chief Officer means the Chief of Halifax Regional Police

Chief Superintendent means the Chief Superintendent of the RCMP, Halifax District

Chiefs means the Chief of Police of HRP and the Chief Superintendent of the RCMP

Council means Halifax Regional Council

Encampment means a temporary outdoor location, often consisting of tents or other structures, used by people as a housing option, on public or privately owned land

HRD means the Halifax Regional Detachment of the Royal Canadian Mounted Police

HRM means the Halifax Regional Municipality

HRP means the Halifax Regional Police

Legislative Assistant means representative of the Municipal Clerk's Office

Member(s) means a member of the Halifax Board of Police Commissioners

5 - Distribution

Policies may be distributed to all Board of Police Commissioners, CAO, Municipal Clerk, HRM Councillors, the Chiefs and their respective departments, Nova Scotia Association of Police Governance and posted on HRM website with link to HRP website. This list may be expanded as required.

6 - Roles and Responsibilities

General

- 6.1 The chief officer shall establish a policy with respect to the Halifax Regional Police's responses to Encampments that aligns with the stated principles in this policy.
- 6.2 The chief officer's policy shall be informed by the knowledge and experience from interested and impacted parties, including HRP officers, Encampment residents, HRM Business Units, representatives from social service agencies that assist the unhoused, and the Board of Police Commissioners.

Mission, Vision and Values

6.3 The chief officer shall ensure that HRP's policies regarding Encampments align with the mission, vision and values, as outlined in HRP's Strategic Plan², and the Principles of Policing, as outlined in HRM's Police Board By-law P-100.

Inter-agency Cooperation

6.4 In accordance with the HRM Lived Experience consultation submitted to Regional Council,³ the chief officer shall prioritize relationship building with service providers by participating in interagency committees and partnerships.

Training

- 6.5 The chief officer shall ensure that all HRP staff are familiar and in compliance with the HRP policy on Encampments.
- The chief officer shall ensure that any changes in the HRM coordinated response protocols involving Encampments are reflected in HRP's policy.
- 6.7 The chief officer shall ensure that HRP training for Encampments is reflective of the guiding principles, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality, and acknowledges the distinct needs of Indigenous people, Black and other racialized people, women, 2SLGBTQIA+ people, youth, seniors, and people with disabilities.

HRP's day-to-day involvement with Encampments

- 6.8 The chief officer shall ensure that HRP's day-to-day involvement with Encampments includes the following activities:
 - a. Responding to alleged criminal conduct and criminal investigations;
 - b. When the need is identified, refer individuals to appropriate supports and service providers;
 - c. As appropriate, inform service providers of identified needs;
 - d. As appropriate and proportionate to the circumstances of each individual Encampment, provide community policing efforts to ensure the safety and security of those living in Encampments and those living in adjacent communities;
 - e. As appropriate, engaging with other Business Units, including supporting safety assessments, community engagement, and sharing and addressing community safety concerns; and
 - f. In the event that personal property is left behind following the arrest or incarceration of an individual, ensuring that the Housing and Homelessness Team in the Community Safety Business Unit is notified.

²About Halifax Regional Police, accessed May 26, 2025, https://www.halifax.ca/safety-security/police/about-halifax-regional-police

³ Lived Experience Committee and Consultation, Halifax Regional Municipality, accessed May 23, 2025, https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/221122rc1519.pdf

HRP's involvement with closing Encampments and reporting requirements

- 6.9 When HRP is involved in the closure of an Encampment, the chief officer shall ensure that:
 - a. Property ownership and applicable legislation is determined;
 - b. The authority of the person requesting removal of the encampment is established prior to action being taken;
 - c. Any action taken by HRP to close an Encampment will be in compliance with the applicable legislation; and
 - d. Where appropriate and when available, HRP's response will follow Principle 9, Civilian Led Response, as outlined in Regional Council's Framework to Address Homelessness in the Halifax Regional Municipality.
- 6.10 HRP's involvement in the closing of an Encampment is a Matter of Immediate Strategic Significance. As such, subject to security or operational concerns, the chief officer shall report the content of any debriefing or lessons learned following the closing of an Encampment to the Board.

Halifax Regional Detachment

6.11 The Halifax Regional Detachment (HRD) shall review this policy for alignment and integration.

7 - Policy Review

This policy should be reviewed every four years and when the Act is amended.

8 - Contact

Office of the Municipal Clerk

9 - References

None