

By-Law Number 111-2025

Of the Corporation of the Municipality of Chatham- Kent

A by-law to regulate the use of certain public property within the Municipality of Chatham-Kent for the protection of persons and property and to promote safe use and enjoyment.

Finally Passed the 25th day of August, 2025

Whereas the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended (the "Municipal Act"), provides that a municipality has the capacity, rights, powers, and privileges of a natural person for the purpose of exercising its authority and that it may do so by by-law; and

Whereas Section 10(2) of the Municipal Act provides that a municipality may pass by-laws respecting, among other things, the health, safety and well-being of persons and the protection of persons and property; and

Whereas Section 127 of the Municipal Act provides that a municipality may prohibit the depositing of refuse or debris on land without consent of the owner or occupant of the lands, and may define refuse" for such purpose; and

Whereas Section 425 of the Municipal Act provides that a municipality may pass by-laws providing that a person who contravenes a by-law of the municipality passed under the Municipal Act is guilty of an offence; and

Whereas Council for the Municipality of Chatham-Kent deems it appropriate to enact a by-law for the purpose of regulating the use of municipal lands for the purpose of safe use and enjoyment of such lands and protecting people and property;

Now Therefore the Council of The Corporation of the Municipality of Chatham-Kent enacts as follows:

1. **Title**

1.1. **Short Title**. This by-law may be cited as the "Public Space Use By-law".

2. **Definitions**

2.1. **Meaning**. In this by-law, the following definitions shall apply.

"Council" means the municipal council of the Corporation of the Municipality of Chatham-Kent.

"Encampment" means a physical structure built as shelter or dwelling, including of a temporary movable nature, and located on municipal property (that is not rented with the authority of the Municipality by the occupants of the encampment), including those areas occupied around an encampment.

"Encampment Response Protocol" means the Municipality of Chatham-Kent Interdepartmental Protocol for Responding to Encampments of People Experiencing Homelessness on Public Land in Chatham-Kent, as amended, attached hereto and forming part of the by-law, at Appendix "A".

"Municipality" and **"Municipality of Chatham-Kent"** mean the Corporation of the Municipality of Chatham-Kent.

"Municipal Property" means all outdoor open lands and facilities owned by, leased by, licensed to, or under the management of the Municipality of Chatham-Kent that are publicly accessible and intended for general public access and use and all appurtenances thereto, including but not limited to parks, recreational areas, public squares, outdoor waiting areas, and building perimeters.

“**Officer**” means the person, or persons, who have been designated to enforce the provisions of this by-law, including such by-law enforcement officers, and includes a provincial offences officer as defined by the *Provincial Offences Act*, R.S.O. 1990, c. P. 33.

3. **Purpose**

- 3.1. The purpose of this by-law is to regulate the use of municipal public spaces within the jurisdiction of the Municipality of Chatham-Kent to ensure the protection of persons and property, promote the safe use and enjoyment of those spaces by the public, and support the Municipality’s responsibility to maintain accessible, clean, and functional public environments. This by-law is also intended to be applied in a manner that respects the dignity and rights of all individuals, including those experiencing homelessness.

4. **General Conditions**

- 4.1. No person shall erect, cause to be erected, maintain, use, alter, or occupy an Encampment in contravention of the Encampment Response Protocol attached hereto as Appendix “A”.
- 4.2. No person shall use, alter or occupy Municipal Property in contravention of the Encampment Response Protocol attached hereto as Appendix “A”.

5. **Enforcement and Penalties**

- 5.1. Entry. An Officer may enter on land at any reasonable time for the purpose of carrying out an inspection to determine whether or not the by-law is complied with.
- 5.2. Obstruction.
- 5.2.1. No person shall hinder or obstruct, or attempt to hinder or obstruct, any Officer exercising a power or performing a duty under this by-Law.
- 5.2.2. Every person who is alleged to have contravened any of the provisions of this Bylaw, shall identify themselves to an Officer upon request. Failure to do so shall be deemed to have hindered or obstructed an Officer in the execution of such Officer’s duties.
- 5.3. Orders. An Officer who finds that a person has contravened or caused a contravention of a provision of this by-law may issue an order to that person:
- 5.3.1. setting out reasonable particulars of the contravention and the actions required to achieve compliance, which may include requiring the person to dismantle and remove any building, structure, or improvement that has been erected or placed in contravention of this by-law, or to take any other action necessary to remedy a breach of a general condition of this by-law;
- 5.3.2. specifying the time period within which compliance must be achieved;
- 5.3.3. advising that if the person fails to comply with the order within the specified time, the Municipality may carry out the required work at the person’s expense; and
- 5.3.4. advising that failure to comply with an order issued under this section constitutes an offence under this by-law.
- 5.4. Effective date. Any notice or document required to be given under this by-law shall be in writing and shall be deemed effective when either personally delivered to the intended recipient or posted in a conspicuous location at the site to which the notice relates. In either case, the notice shall be deemed to have

been received immediately upon delivery or posting.

- 5.5. Compliance with order. Every person shall comply with an Order issued pursuant to this by-law within the time provided for therein.
- 5.6. Remedy and disposition. Where a person defaults in complying with an order issued under this by-law, the Municipality may authorize its employees, contractors, or agents to take any action, or combination of actions, necessary to bring the site into compliance with the requirements of this by-law.
- 5.7. Recovery of costs. The Municipality may recover the costs of carrying out any work or action authorized under this Section from the person named in the order.

6. Penalties

- 6.1. Offence. Every person who contravenes any provision of this by-law, including failing to comply with an order made under this by-law, is guilty of an offence and is liable to such penalties as provided for in the *Provincial Offences Act*, R.S.O. 1990, c. P.33, as amended, and the Municipal Act.
- 6.2. Continuing offence. Each day or part of a day that a contravention of this by-law continues shall constitute a new and separate offence.
- 6.3. Additional penalties. If this by-law is contravened and a conviction entered, in addition to any other remedy and to any penalty imposed by this by-law, the court in which the conviction has been entered and any court of competent jurisdiction thereafter may make an order prohibiting the continuation or repetition of the offence by the person convicted; and requiring the person convicted to correct the contravention in the manner and within the period that the court considers appropriate.

7. General

- 7.1. Severability. If any provision or part of a provision of this by-law is declared by any court or tribunal of competent jurisdiction to be illegal or inoperative, in whole or in part, or inoperative in particular circumstances, the balance of the by-law, or its application in other circumstances, shall not be affected and shall continue to be in full force and effect.
- 7.2. Regulatory compliance. This by-law shall not be construed to reduce or mitigate any restrictions or regulations lawfully imposed by the Municipality or by any governmental authority having jurisdiction to make such restrictions or regulations.
- 7.3. Legislation. Any reference to legislation in this by-law includes the legislation referred to and its amendments as well as any subsequent legislation which may replace the legislation referred to, and its amendments thereto.
- 7.4. Conflict. For the purposes of administering and enforcing this by-law, in the event of any conflict between its provisions and those of any existing Municipality by-law or policy relating to standards or use or occupation of public spaces, the provisions of this by-law shall take precedence.
- 7.5. Effective date. This by-law shall come into force on the date of passage by Council.
- 7.6. Annual Review. This by-law shall be reviewed on an annual basis. The review process will include consultation with individuals who have lived experience with homelessness, such as community engagement groups and advocacy organizations that support or represent persons experiencing homelessness. The purpose of the consultation is to assist with the by-law remaining responsive, informed, and aligned with evolving best practices in housing, public health, and human rights

Read a First, Second and Third time this 25th day of August, 2025.

Original Signed by:

Mayor – Darrin Canniff

Original Signed by:

Clerk – Judy Smith

An Interdepartmental Protocol for Responding to Encampments of People Experiencing Homelessness on Public Land in Chatham-Kent ("Encampment Response Protocol")

Background

Prevailing knowledge concerning homeless encampments indicates that encampments are not a long-term solution to homelessness¹ and that efforts are needed to deliver appropriate and accessible long-term housing solutions. However, Canadian courts have also recognized that, in the absence of sufficient available and accessible housing solutions, encampments cannot be prohibited. Governments are responsible to respond to encampments in a manner that respects human rights and promotes human well-being and safe communities.²

Removal of encampments from public spaces, regardless of whether there is a by-law that restricts that type of activity on the space, may not be possible without ensuring there is adequate shelter space for the people living in the encampment. Furthermore, the shelter spaces or other living arrangements must be sensitive to accommodating couples, must be accommodating of people with disabilities, and must operate in a manner that a person with an addiction can use and be supported by the shelter. Simply, it is not just a matter of adding more shelter beds in Chatham-Kent to respond to encampments.

Removal of an encampment must be a last resort. It can have serious consequences on the wellness of the person living in the encampment and can be traumatizing in itself with potential loss of documents, medications, and personal effects. It is important to note that the removal will mean that the individual moves to another unsheltered location and thus the encampment is moved, not solved.

There is a shortage of emergency housing in Chatham-Kent, forcing even those who wish to be sheltered to sleep outside. On any given night CK's 44 shelter beds are near or at capacity despite the over 200 CK residents experiencing homelessness.

Definition of Encampment

¹ See for example UN Special Rapporteur on the Right to Adequate Housing, "A National Protocol for Homeless Encampments in Canada" (2020) at p. 21; Canadian Human Rights Commission, "Overview of Encampments Across Canada: A Right to Housing Approach" (2022) at p. 43; National Working Group on Homeless Encampments, "Homeless Encampments: Municipal Engagement Guidance" (2023) at p. 2.

² National Working Group on Homeless Encampments, "Homeless Encampments: Municipal Engagement Guidance" (2023) at p. 2.

For the purposes of this document, an encampment refers to a temporary physical structure built as a shelter or dwelling and located on municipal property (that is not rented by the occupants of the encampment).

Encampments on Private Property

Encampments on private property are a police matter, not subject to this strategy. Property owners can contact Chatham-Kent Police Service with concerns about encampments on their property. Please see Appendix A for specifics related to encampments on Private Property.

Core Principles

1. All people of Chatham-Kent, including people experiencing homelessness, should be able to reasonably use public spaces.
2. A social service response to meet the needs of people living in an encampment on public lands is preferable to an enforcement response.
3. If reasonable social service offers are repeatedly rejected, and the criteria as established in Ontario courts are satisfied as it relates to offers of accommodation, then enforcement can be considered as a last resort.
4. It is the responsibility of the Municipality to plan and enforce policy that is in compliance with the Charter, the Human Rights Code, as well through the lens of diversity, equity, inclusion, and justice.

Strategy

The Municipality will take a general non-enforcement approach to found encampments within municipal lands, with a view to not criminalize persons living in encampments due to a lack of accessible housing. Encampments that do not meet the below criteria will be prioritised for relocation. This approach will not supersede the way in which Chatham-Kent Police Service operates, patrols, or serves the community.

Seeking to balance public and private interests while allowing for temporary shelter for persons living in encampments, encampments shall not be located in the following areas. These are areas identified as having a greater impact on the community as a whole (including in respect of health and safety, use of Municipal infrastructure, and impacts to private residences and businesses):

- On or within 100 metres from municipal playgrounds, water parks, splashpads, beaches, or sports fields

- On or within 100 metres from any elementary schools, childcare facility, assisted living facility, or other health or social service facility providing support or care services to youth or vulnerable populations including shelters
- Within 25 metres of any habitable residence or business
- On or within 25 metres from construction sites
- On or under bridges
- On or within 10 metres of sidewalks or pedestrian paths.
- On or within 25 metres of any cemetery
- On or within 5 metres of an off-leash dog area
- On or within 5 metres of any community garden
- Tents must be located 2 metres apart from each other
- No more than one tent per person. All personal items be stored within a tent (with exception of a bicycle and small structure for animals) and items in contravention to this will be removed following notice
- Structures must be freestanding and able to be moved as necessary
- In any actively used parking lot
- In or on any public-use building or structure
- In areas that block the free movement of another person on a street, public pathway, sidewalk, or other path of public travel
- On municipal land where individuals have a private easement or ownership interest, or where the Municipality owes a duty to maintain the land to the benefit or partial benefit of private individuals (i.e. beach access)
- On municipal lands in areas obstructing construction or maintenance activities

In addition, to improve the safety and well-being of encampment occupants and general public, the following safety protocols are to be followed in encampments:

- Tents/structures must be a minimum of 2 metres away from other structures while meeting all other rules to ensure fire separation and emergency service access
- Zero tolerance policy for violence or other criminal acts

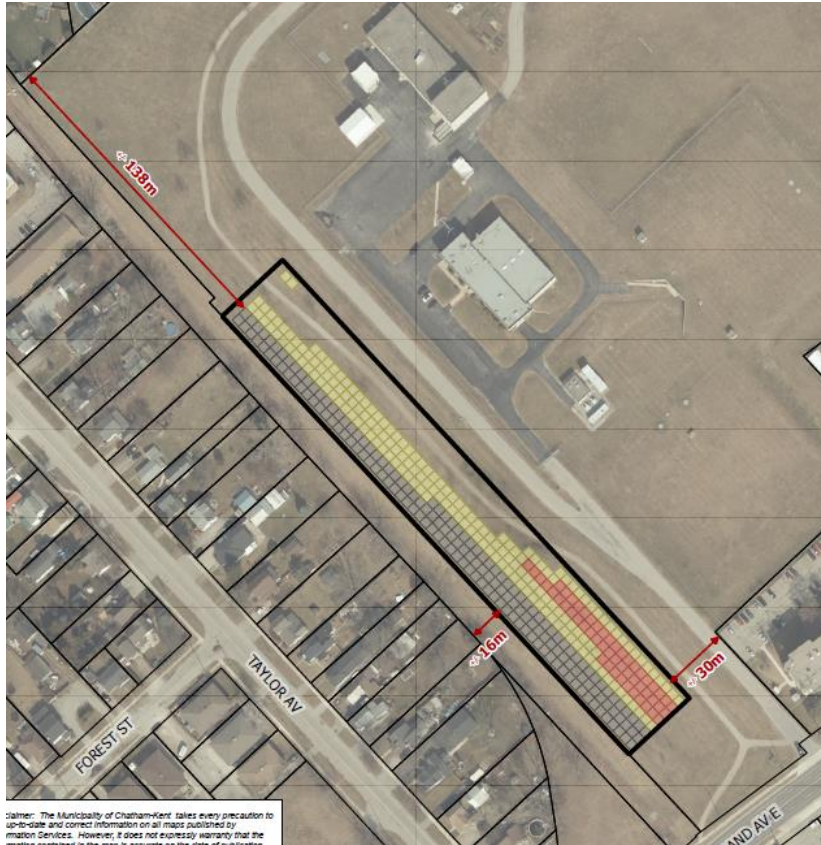
- Sites must maintain a level of reasonable cleanliness including:
 - no used, uncapped needles in or around the site. Sharps containers will be located in strategic sites around the community
 - no unreasonable amounts of garbage, clutter, or uncontained debris except as reasonably required for the provision of shelter. Access to garbage disposal will be located in strategic sites around the community

In all circumstances, the Municipality recognizes that hazardous conditions and activities in encampments jeopardize the safety and well-being of encampment residents and community members. Where there is an immediate risk to public or personal safety because of the activity in the encampment, or living conditions or activities in an encampment are hazardous, the Municipality may direct residents to vacate the site. Staff will use discretion when determining distances and impact.

Exempted Property

Property within Chatham-Kent that is exempted from this protocol to allow outdoor sheltering is confined to the areas mapped below. These exemptions pertain solely to the setback distances identified. All other aspects of the protocol remain in effect.

PUC McGeorge – 325 Grand Ave East, Chatham



PUC Water Tower – 545 Irwin Street, Chatham



Municipality Intervention and Response Process

The Municipality recognizes that enforcement has a significant impact on those living in encampments and their security and well-being. Potential contravention of the rules and requirements set out in this policy, and intervention by the Municipality (including removal of an encampment), will therefore be assessed by the Municipality on a case-by-case basis, prioritizing the safety and well being of people living in encampments, staff, service providers and surrounding communities.

In all cases where enforcement occurs, the Municipality will give reasonable notice to encampment residents of intended enforcement steps and will work with encampment residents to support them in transitioning to better and safer shelter/housing options.

Response Process

Municipal Property – not within prohibited area

When an encampment, temporary shelter, or tent is located on Municipal property, and not within a prohibited area as defined by the Protocol, the following process will be followed:

1. The Program Manager of Homeless Prevention (or designate) is notified of the encampment and location.
2. Once the Program Manager is notified of the location of an encampment, the Outreach Provider (herein known as “Outreach”) will be notified and asked to attend the location to offer services and referrals within 5 business days.
3. Upon initial visit to the encampment, Outreach will work to identify individuals and complete initial conversations to build rapport and identify encampment residents needs and goals. Consenting information will be documented in the Homeless Individuals and Families Information System (HIFIS) per HIFIS guidelines.
4. Outreach will continue to engage with individuals in the encampment on a weekly basis to provide supports and referrals as needed. Outreach will collaborate with Housing Services on referrals, admissions, and housing plans. This will continue to be documented in HIFIS as per HIFIS guidelines.
5. If a substantial change in circumstance occurs relating to health and safety at the encampment and is observed by Outreach in subsequent visits (such as new health or safety issues), the Response Team will be called together to discuss next steps. Municipal legal services will be consulted on any situation where enforcement or removal may be required and will provide advice on any action to be taken (i.e. removal, court application)

Municipal Property – within prohibited area

When an encampment, temporary shelter, or tent is located on Municipal property, and within a prohibited area as defined by the Protocol, the following process will be followed:

1. The Program Manager of Homeless Prevention (or designate) is notified of the encampment and location.
2. Once the Program Manager is notified of the location of an encampment, the Outreach Provider (herein known as “Outreach”) will be notified and asked to attend the location to offer services and referrals within 5 business days.
3. Upon initial visit to the encampment, Outreach will work to identify individuals and complete initial conversations to build rapport and identify encampment residents needs and goals. Consenting information will be documented in the Homeless Individuals and Families Information System (HIFIS) per HIFIS guidelines. Outreach will have available information about possible suitable and compliant sites and will consider the needs and choices of the individual(s) living within an encampment to

identify a more suitable area that meets the conditions noted within this Protocol and will advise individuals that the location is prohibited.

4. If Outreach confirms the location is in a prohibited area and the individuals do not agree to move, Outreach will notify the Program Manager of Homelessness who will call together the Response Team to discuss next steps. Municipal legal services will review any enforcement decision and provide advice to involved municipal divisions if the matter meets the tests for enforcement based on existing legal precedents, or whether an application to Court is required before any enforcement actions are taken. The Outreach provider and Housing Services will be notified of the final decision on any enforcement steps (i.e. removal, court application).
5. If removal is required, orders will be posted by the governing division of the site (ie Parks, Facilities, Public Works, Police, etc.) outlining the decision and reason. The Response Team will determine compliance timelines depending on presenting circumstances (ie. health, safety, engagement). Outreach will continue to engage with and work to provide individualized plans for encampment residents, whenever possible, including relocation, alternate sheltering options, and addressing any barriers to shelter or housing.
6. If the duration of time provided to vacate expires and individual(s) at the site have not voluntarily moved and are unwilling to move, a notice of trespass will be issued. Outreach and Social Services have no enforcement powers but will continue to request voluntary compliance. Next steps including the forceful removal of individuals will be decided on a case by case basis and may include seeking court orders.
7. Once the encampment is cleared, Outreach will notify the Program Manager of Homelessness if any further clean up is required. Relevant municipal departments or external contractors may be tasked with clearing the site of all remaining items and debris.

Encampment Support

Encampments are and will continue to be a reality for communities across the country. Until this changes, the Municipality will focus on respecting Charter rights while also providing clarity on what activities can be supported and what cannot.

To improve public health and reduce some of the negative impacts associated with encampments, the Municipality in partnership with Outreach services will facilitate access to sanitation, garbage removal and regular delivery of drinking water to found

encampments in non-prohibited areas. Sharp disposal box locations will be continuously reviewed and adjusted as needed.

Third-party outreach services are contracted to provide outreach 7 days a week to connect with people living in encampments, build relationships and trust and to connect them with community resources that can assist them in exiting the encampment.

Appendix A
Encampment Response Process
Protocol for Encampments on Private Property

Introduction

Due to a lack of affordable housing and healthcare supports, encampments of people experiencing homelessness on public lands have become a reality in Chatham-Kent. This protocol is intended to provide a general framework for managing encampments on non-municipal properties. While it is the right of the landowner to have people vacate their property if desired or necessary by law, the municipality is aware that many property owners wish to do so in a way that offers emergency housing assistance or other needed services to individuals on their property. This protocol provides an optional framework and support and is not intended to replace the processes of other organizations or levels of government.

At any time, a property owner or designate may call Police to remove an unwanted person from their property. If the matter is not urgent, this would be through the non-emergency Police Services phone line at 519-436-6600. For urgent situations or emergencies, 911 should be called.

Property owners can designate anyone to watch over their property and represent them for the purpose of this protocol by providing a letter to Chatham-Kent Police Services.

Helping people living in encampments to have a planned exit with outreach supports, helps them stay connected to their service providers, preserves their belongings preventing loss of important personal items and ultimately assists them in the journey to become sustainably housed.

Definitions (for the purposes of this document)

- Encampment - an outdoor location with a visible structure such as tents, shanties, lean-tos or shacks, where one or more people of no fixed address live. Also referred in this document as persons or individuals camping.
- Private Property – any property not owned by the Municipality of Chatham-Kent
- Property Owner – refers to landowners or any designated property manager
- Outreach workers / Outreach – refers to individuals trained and experienced in helping people who are unhoused that are employed or contracted by the Municipality of Chatham-Kent's Housing Services division

- Diversion – is a series of questions to assess the persons who are camping with other options for accommodations

Steps for Outreach Supported Exits from Private Property

1. The property owner calls the Program Manager of Homelessness Prevention (or designate) to notify them of the encampment and provides details on the location, their own contact information and permission for outreach workers to enter the property to assist the person who is camping.
 - a. Additionally, orders could be posted by Building Development Services on private property regarding an encampment on private land contravening a clean and clear by-law. In which case, Building Development Services offers the supports of Outreach and Housing Services as outlined and if accepted, notifies the Program Manager of Homelessness Prevention.
2. The manager organizes an outreach worker to attend the site as soon as possible, attempting to meet the person staying at the location.
3. Outreach workers visit the site within 5 days to make contact with the individuals who are camping and advise that they will need to move within 7 days.
 - a. The outreach workers will strive to build rapport with the person camping and provide short term supports that may include food, hygiene products, or harm reduction supplies.
 - b. They will advise of the upcoming need to move and practice diversion to see what other options the person has for accommodations and offer emergency housing options.
 - c. They will offer to help the person to plan for exiting the property including plans for their belongings and connect them to a housing specialist with Housing Services for longer term housing solutions.
 - d. They will attend the property on 'moving day', review the plans, and assist the person with moving.
 - e. If the person refuses to move, Police will be called by the property owner to enforce exit from the property.
 - f. Outreach workers will attempt to assist the individuals from the encampment with moving to a safe alternative location.
 - g. Outreach workers will encourage and support clean up of the site by the person(s) camping, but ultimately the property owner will be responsible for final clean up after the person has exited.

During the process, the outreach workers will inform the property owners of non-confidential pertinent information (ie: the person(s) camping has agreed to move on a specific date and vacated the property).

People experiencing homelessness cannot be forced to accept services, except in very rare circumstances. Thus, if the persons trespassing are not interested in connecting with outreach staff for supports and/or unwilling to vacate the private property, police enforcement is the only means to move them.

Potential challenges with leaving an encampment on private property for an extended period of time:

- Significant garbage and other waste is likely to be left on site if there is no simple way to remove it and/or no washroom facilities accessible nearby
- Complaints from neighbouring properties or businesses could occur
- Unwanted guests or pets may also attend the site
- Unwanted behaviors or illegal activities may also occur
- All costs associated with necessary clean up on the property are the responsibility of the property owner and if not completed within an agreed period of time will be completed by the municipality and charged back through property taxes.