

Health and Social Issues

**Presentation to Council
2019-MAR-04**

Agenda

1. **Municipal Response to Health and Social Issues**
2. Supervised Consumption Service
3. Daytime Resource Centre

Municipal Response to Health and Social Issues



Info Source: Causes of Homelessness – Homeless Hub Graphic: Mustard Seed

Municipal Response to Health and Social Issues

Of relevance to today's discussion:

- Mental wellness
- Physical wellness
- Disconnection
- Substance misuse
- Poverty
- Trauma
- Criminality

Jurisdiction

- **Federal Government:** labour market initiatives, pensions, Aboriginal health services, laws pertaining to illegal substances
- **Provincial Government:** health and social issues
- **Municipal Government:** cares for public areas of the city (parks, roads, verges, plazas), provides municipal services (sewer, water, roads)

Why Health and Social Issues Matter to Local Government

- Some neighbourhoods, parks & commercial areas experienced and perceived as unsafe
- Sheltering in public spaces; parks, streets, plaza's...
- Anti-social behaviours impacting neighbourhoods & businesses
- Open drug use & inebriation
- Public urination & defecation
- Graffiti & property damage
- Discarded drug paraphernalia & increased litter

Need to manage community impacts while recognizing that the unhoused & street involved are part of our community & worthy of civic services as much as any citizen

Bylaws Overview of Community Health & Social Issues

HOMELESSNESS – SOCIAL DISORDER

IMPACTS & ENFORCEMENT RESPONSES

- Public Infrastructure
- Parks & Undeveloped Land
- Storefronts & Downtown Streets
- Private & Vacant Properties
- Areas in Proximity to Intensive Social/Health Services
(Overdose Prevention Site)
- Associated Issues
(Public Safety, Discarded Harm Reduction Supplies, Weapons, Rubbish Accumulation, Shopping Carts, Graffiti)

Public Infrastructure - Parkades



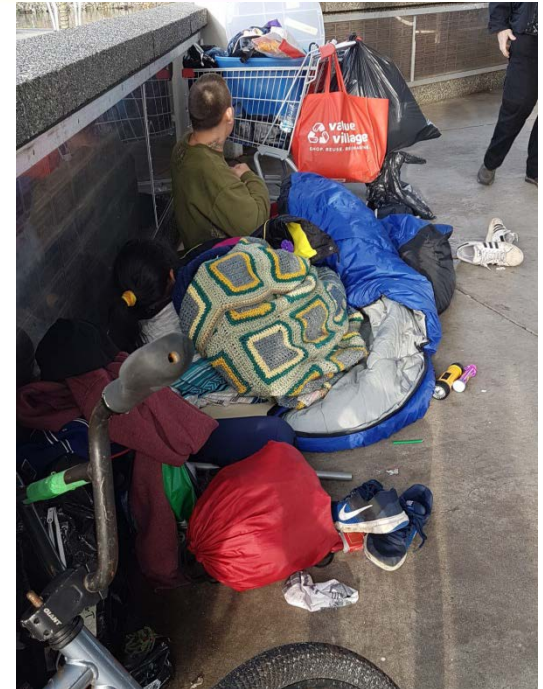
City Parklands



Downtown
Parklets, Transit Shelters
Green-Spaces



Park
Amenities, Pathways



Pavilions, Picnic
Shelters, Public Art



Living in Vehicles in
Parks



Unmanaged





Truckloads of debris
removed daily from
hoarders

Private Property Sheltering in Doorways



Private Property Maintenance of Property Bylaw





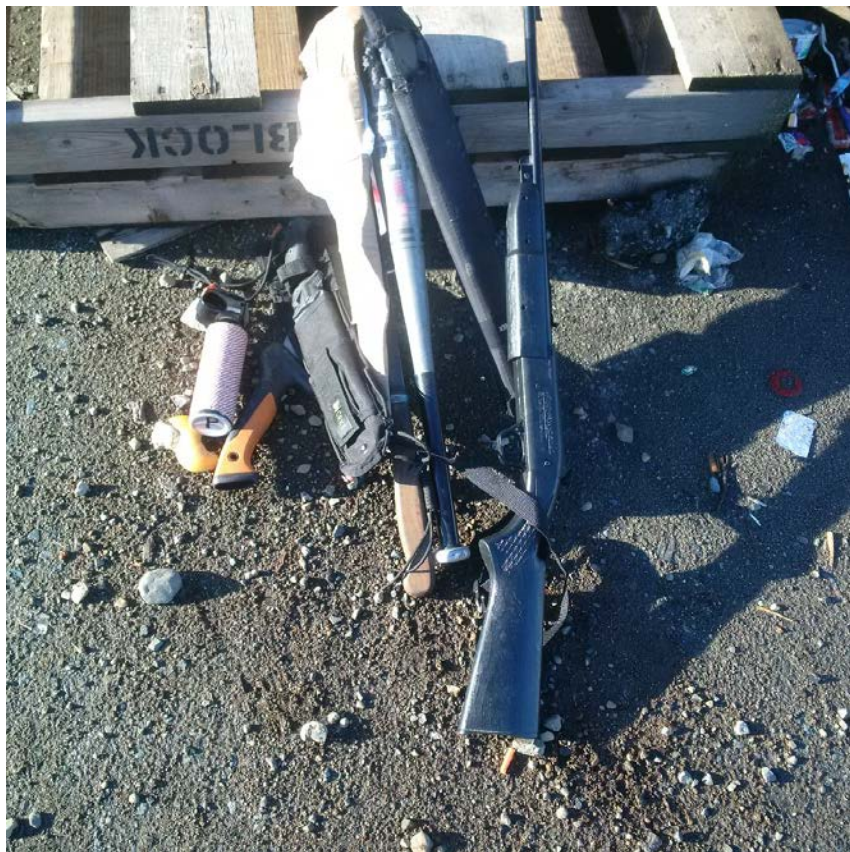
Proximity to Intensive Social & Health Services







Hazards



Municipal Responses

- Remap social networks
- Create day space / drop in facility
- Engage people outside shelter systems
- Supportive housing
- Prevention through agency coordination
- Increase sector capacity
- Evaluate existing service levels
 - Sanitation
 - Street & sidewalk cleaning
 - Urban clean-up initiatives
 - private security patrols
 - police & enforcement resources
- SCS vs. OPS (zoning)
- Enforcement tools
 - Nuisance Property Abatement
 - Public Nuisance Bylaw
 - Parks Regulations
 - Maintenance of Property
 - Vacant Buildings Bylaw?
 - Shopping Cart Bylaw?

City of Nanaimo Responses

- Sponsored supportive housing
- Facilitated and funded emergency shelters and funded a shower program
- Provided rent supplements
- Urban Clean Up program
- Safe needle disposal boxes
- Coordination across City departments
- Enhanced security patrollers
- Supported meal programs by providing space in City buildings
- Supported affordable housing projects
- Allocate \$85,000 per year to local agencies who support residents
- Provided leadership, fostered collaboration, supported non-profit partners

Current Social Planning Initiatives to Address Health and Social Issues

Activity 2019	City of Nanaimo Contribution	End Date
Urban Clean Up Program	\$44,856	December 31, 2019
Shower Program, Caledonia Field	\$40,000	December 31, 2019
Rent supplements	\$45,000	Ongoing
10 additional Needle boxes	\$8,500	Ongoing
Drop in space	\$100,000	Annually
Extreme Weather Shelter	\$45,000	Annually

Partnership Structures

- Nanaimo Homelessness Coalition
- Sobering and assessment centre
- Community Health Network
- Community Action Team Overdose Response
- Community Advisory Committees
- Good Neighbour processes
- Housing First committee
- Nuisance Properties
- Nanaimo's Sex Trade Cohort
- Collaborative Services Committee – Division of Family Practice

Community Partners

- Island Health; Mental Health and Substance Use
- Island Health; Population Health (Harm Reduction services)
- Canadian Mental Health Association – Mid Island
- Vancouver Island Mental Health Society
- AIDS Vancouver Island
- Harris House Health Clinic
- RCMP
- Ministry of Social development and Poverty Reduction
- Ministry of Children and Families
- Ministry of Mental Health and Addictions
- Service Canada
- Salvation Army
- Island Crisis Care Society
- Nanaimo Division of Family Practice
- and many more

Agenda

1. Municipal Response to Health and Social Issues
- 2. Supervised Consumption Service**
3. Daytime Resource Centre

Supervised Consumption Services

- Supervised Consumption Services (SCS) and Overdose Prevention Sites (OPS) are both 'Harm Reduction' health services where individuals can consume substances, typically opioid-based, under the supervision of trained staff who will intervene in the event of an overdose.
- Permanency and level of services offered at these sites is what differentiates the two uses. A SCS provides a greater level of additional services and supports; it also requires an application to the Federal Government for an exemption to the *Controlled Drugs and Substances Act*.

Overdose Prevention Site



An overdose prevention site (OPS) facility is meant to address an immediate need in the community and can be set up quickly because they don't require a Federal exemption and do not have the same support services as an SCS.

Timeline

April 2016 - BC Declaration of Public Health Emergency.

May 2017 - Island Health (via the City of Nanaimo) made a site-specific rezoning application for a SCS at 437 Wesley Street. Application denied at Public Hearing.

December 2014
Nanaimo Overdose Prevention Working Group Formed.

January 2017 –
Island Health opens OPS at 437 Wesley Street with City lease agreement and support in principle.

February 2018 – Community Action Team established in Nanaimo (peer-based intervention, facilitation of collaborative, crowd-source innovation specific to isolated users) with one-time funding of \$100K from Province.

Municipal Role in SCS Siting

1) Input into Federal Exemption Application

Application for an SCS requires a response from the local government, indicating the level of support for an SCS at the proposed location, or that the municipality will not be providing comment. This response is required whether or not there are bylaws in place supporting an SCS at the proposed location, or application cannot proceed.

2) Land Use Zoning

Different municipalities have taken various approaches, from approving as site-specific use to including SCS as a health service.

Current Applicable Zoning

- Under Nanaimo's current Zoning Bylaw, the definition that most closely reflects the services offered by an SCS is that of *"Drug Addiction Treatment Facility: the use of a building to treat persons with substance use problems and includes needle exchange facilities, safe injection sites, Methadone clinics and the like."*
- This use is defined in the Zoning Bylaw, but is not currently a permitted use in any zone; thus, any new Drug Addiction Treatment Facility must be approved by Council through rezoning on a site-specific basis.

Zoning Options

Option 1:

Status quo, where SCS is considered a site-specific use requiring rezoning for every application for an exemption. Council could be presented with options to update the relevant definitions in the Zoning Bylaw (e.g. Drug Addiction Treatment Facility) to more accurately reflect SCS / OPS services.

Option 2:

Provide more flexibility in siting options for provision of SCSs by considering it a part of health service provision. As an example, this could be accomplished by allowing for SCSs in any zone where a Medical/Dental Office is a permitted use.

Case Study: Victoria, BC

- Allows Supervised Consumption Services as part of ‘personal services’ in the downtown zoning.
- Council is guided by its “five pillars” harm reduction policy framework adopted in January 2011. The five pillars approach includes: prevention; harm reduction; addiction treatment and supportive recovery; adequate and affordable housing; and enforcement.
- Victoria has two SCS and a number of OPS, primarily located in the downtown core.

Case Study: London, Ontario

- Added specific definitions in Zoning Bylaw for Supervised Consumption Services and Overdose Prevention Site.
- Developed siting criteria for evaluating applications.
- Local health authority (Middlesex London Health Unit) identified two sites; Council rezoned one in late 2018 (the other one has not yet been part of a rezoning application).
- Local health authority began undertaking community engagement in early 2018 around the need for supervised consumption services to replace the existing OPS.

Federal Application

- The application to the Federal Government for a SCS does not require that the site have specific zoning, but it does require a letter from the local government indicating support or no comment.
- The letter of support can include conditions of support, such as management of the impact of an SCS on surrounding areas, the provision of 'chill space' for inebriated individuals, and a more robust community advisory role for residents.
- Council also has the options of creating siting criteria for evaluating any future applications for a SCS.

- Dr. Hasselback Presentation -

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Daytime Resource Centre

- Refers to a place for people without stable housing to go during the daytime hours in order to access physical and mental health assistance, as well as to be sheltered from the elements.
- Target user group includes both Nanaimo's homeless population and street-involved individuals, who are not necessarily homeless but who are exposed to the physical, emotional, social and emotional risks of spending significant time on the street.

What are the Benefits?

- At minimum, provides shelter from the elements to people with nowhere else to go
- Would alleviate stress on the library, malls, parks and other public places
- Could assist outreach workers and others to locate clientele, instead of having to search for them
- Could serve as an anchor for other social services
- Provision of a daytime resource centre is one of the recommendations from the Homelessness Action Plan

Wait, Didn't We Try This Before?

- There was a daytime drop-in centre funded by Island Health that was open from 2005-2007
- The contract was with Salvation Army and operated by Island Crisis Care Society
- Hours were 8:30 – 3:30 PM, seven days a week
- 30 – 50 people generally attended, with 3 staff
- 2 different locations tried (Nicol St. and 55 Victoria)
- Funding shifted when New Hope Centre opened

What Does the Community have now?

- There are various drop-in services available in Nanaimo, most with some limitations on who can attend and limited hours (e.g. for women only, shelter guests, seniors, etc.)
- The Canadian Mental Health Association has the most accessible drop-in program in Nanaimo:
 - Operates Monday (10-4), Wednesday (1-7) and Friday (10-4) out of the Nanaimo Youth Services Association building
 - Open to all but guests cannot be under the influence of substances.

Council Support for Drop-In Resource Centre

At its 2018-MAR-19 Regular Meeting, Council passed a motion requesting that City staff:

“Pursue partnerships to provide a day time drop in resource centre for homeless individuals and that Council allocate \$100,000 per year towards a drop in resource centre in the 2018 budget cycle and proceed with determining potential locations for the resource centre and report back to Council.”

Progress

- In July 2018, on recommendation from staff, Council passed motion for the Mayor to contact MLA requesting additional provincial funding for a daytime resource centre.
- MLA responded and meeting followed shortly thereafter.
- In the meantime, Tent City had begun in May 2018 and was taking up significant resources/time.
- Shortly following the closure of Tent City, staff met with Our Place Society staff to discuss potential for a new daytime resource centre in Nanaimo.

Scope of Services

Additional services could include but are not limited to:

- Shower program (is currently provided by the City)
- Health supports (e.g. wound & foot care, referrals)
- Counselling and advocacy supports; wellness planning
- Housing placement programs; pre-employment skills training
- Support to apply for Income Assistance
- Clothing program & laundry facilities
- Meal program/snacks
- Social/recreational programming

Potential Partner: Our Place Society

- Based in Victoria, BC
- Operates one of the largest drop-in centres on the Island, serving 1000+ meals per day
- Funding model is partially government-funded, partially private donations
- Interested in expanding services to Nanaimo if need is here; visited in December 2018 to explore potential
- Has submitted initial proposal for consideration with preliminary budget (does not include lease costs)

Siting Considerations

- Ownership/availability
- Appropriate zoning
- Building code classification (i.e. approved for assembly use) and accessibility
- Capacity/occupancy load
- Proximity to other social services/downtown
- Size requirements for services
- Facility amenities (e.g. showers/bathroom)
- Availability of outdoor/courtyard space
- Potential impact on neighbourhood
- Potential impact on other building tenants

Daytime Resource Centre: Next Steps

- Staff will continue to work with Our Place and our local service providers to determine if there is a need for additional daytime resource centre services and if so, how best to meet this need
- Council will be provided with an update when options for next steps have been determined
- Council will also be asked for direction on pursuing additional funding from our partners at the Provincial Government if required

Next Steps

1. Return to Council with updates and / recommendations on:

- Need for resources to respond to social issues
- Supervised Consumption Service siting
- Daytime Resource Centre options

Thank you for your time

Questions?