

ATTACHMENT A



Information Report

DATE OF MEETING April 19, 2021

AUTHORED BY DAVID STEWART, SOCIAL PLANNER

SUBJECT TRANSITIONAL EMERGENCY HOUSING - COWICHAN MODEL

OVERVIEW

Purpose of Report:

To provide Council with a response to a request for information on the Cowichan Housing Model.

BACKGROUND

On 2021-FEB-01, Council approved the following motion:

“That a report be prepared as quickly as possible outlining options for implementing a temporary emergency accommodation program, similar to the Cowichan Housing model, in Nanaimo and the report include:

- 1. The capital costs for 2-3 pilot locations and potential funding sources;*
- 2. The estimated monthly operation costs, potential funding sources, and potential operators; and*
- 3. Any opportunities for community collaboration; and comment from appropriate city departments, the RCMP and community agencies.”*

The motion was in response to the use of temporary cabin-style structures for emergency housing at two sites in the Cowichan Valley run by Cowichan Housing Association (CHA). The sites provide 10-12 sleeping cabins with electricity and heat. Water is delivered on site and a shared porta-potty provided. Attachment A provides more background information on the cabin sites.

The Cowichan cabins are one example of temporary emergency housing. Different models of temporary emergency housing already exist in Nanaimo. As part of the closure of the encampment at 1 Port Drive in December 2018, BC Housing established two emergency housing sites for approximately 164 people (250 Terminal Avenue - 78 units, and 2020 Labieux Road - 86 units). This emergency housing meets minimum fire safety standards, has full washrooms, showers and laundry access, provides meals, onsite health and wellbeing supports, along with 24-hour staffing and security. Through the supports provided, operators of these sites have successfully transitioned some residents to other more permanent forms of housing, including, in some cases, market rental housing.

Residents at both these sites will be transitioned into supportive housing units to be constructed at four sites as part of the Memorandum of Understanding between BC Housing and the City of Nanaimo announced in July 2019.

BC Housing announced in September 2020 that Nanaimo would receive a 60-bed Navigation Centre to provide additional emergency transitional housing beds. These beds, allocated through a coordinated process, provide 24/7 space with onsite supervision and supports until people can be transitioned to permanent housing. The City and BC Housing are currently in discussions regarding the potential location and operation of the Navigation Centre.

It should be noted that the 2021 Health and Housing Action Plan (HHAP) endorsed by Council targets adding 70 transitional housing beds over five years in Nanaimo. The proposed 60-bed Navigation Centre would help achieve this target.

DISCUSSION

In response to Council's motion, Staff considered the following:

Operational Requirements/ Potential Operators

In order for any emergency shelter/supportive housing site to be successful, both permanent and temporary, an experienced and high-capacity operator is essential. Following the Council motion, Staff sent out letters to ten local supportive housing and shelter operators in Nanaimo. At the time of writing this report, none of those that responded indicated they currently have the capacity to operate a temporary cabin site similar to the Cowichan model. A copy of the letter sent to housing and service providers is included as Attachment B.

Providing integrated on-site health supports is important to the success of any temporary emergency housing. Staff sent a letter to Island Health seeking opportunities for collaboration and support with respect to the concept of establishing managed cabin sites. Island Health provided feedback that they are nearing the completion of a Memorandum of Understanding to provide health care services at existing and future supportive housing sites, including the Navigation Centre. They indicate support for innovative housing solutions and commit to providing health care services based on the needs of residents (similar to supports provided at the existing temporary modular housing). However, they note their capacity to provide services at new sites may be challenged without additional resources. A copy of the City's letter to Island Health and their response is included as Attachment C.

Opportunities for Community Collaboration

In addition to contacting potential operators directly, Staff sent a referral to the Nanaimo Homeless Coalition (NHC) included in Attachment D. NHC "supports in principle all thoughtful, community-engaged, supported and funded responses to homelessness", but noted "temporary and transitional shelter options should be considered part of the continuum of support to those experiencing homelessness in conjunction with a broader plan". Adequate staffing and support funding and engagement with key community stakeholders was also noted by NHC as critical to the operation's success. A full copy of NHC's response is included in Attachment D.

CHA notes community collaboration has been critical to the success of their project and has helped mitigate costs. For example, most of the food served on the Cowichan sites comes from other non-profit sources. Cowichan Tribes staff and House of Friendship staff have re-oriented their outreach staff to support the sites and contribute to meal provision. CHA also notes

collaboration with local emergency shelter providers with respect to referrals has been important, as has establishing a strong working relationship with the City's Bylaw Services.

Construction Requirements/ Capital Costs and Operating Costs

The City of Duncan has taken the position that the BC Building Code does not apply to the emergency cabins, provided they meet basic life-safety requirements established by the City. The sites were not serviced by sewer and water but did require electrical hookup for baseboard heating, hardwired smoke detectors and lighting.

The capital costs for establishing transitional cabin sites similar to the Cowichan model will depend on a number of factors including:

- Number of units;
- Size of the property;
- Location of the project (e.g., if site preparation or paving is required; existing drainage; and site access and security concerns);
- Site servicing and sanitation (e.g., costs will vary depending on whether sewer and water connections are provided); and
- Nature of construction (e.g., will construction be required to meet BC Building Code requirements?).

Staff have provided a draft budget based on a 12-cabin development on a flat-paved 669m² (7,200 ft²) site, similar to the St. Julien Street site in Duncan. It is important to note, cabin costs are based on the Cowichan model in which cabins were not required by the City of Duncan to meet BC Building Code requirements. If the cabins are required to be code-compliant, it will increase the cost per unit. The costs of one form of code-compliant modular units are included in the draft budget below. The draft budget also includes additional costs that might be incurred if sanitation services (sewer, water, showers) and/or if site preparation is required.

Once the site is established, additional operational funding will be required to manage and maintain the site. Operational costs may include the following: Operational staff; Site security staff; food and water; cleaning, sanitation and maintenance; and Administration.

CHA estimates they spend \$250,000 **per year per site** to provide night shift security guards, daytime outreach workers, cleaning staff, a coordinator, dedicated youth worker for those under 24 years old, and three meals a day. However, this estimate was high level and not broken down for each component. A preliminary capital cost budget and estimated servicing operating budget is included as Attachment E. This includes sanitation and one person 12-hour/24-hour security budget estimates in Attachment F.

A summary of the estimated capital costs along with annual operating costs for different temporary cabin development options is provided in the table below. These costs are estimates based on available information and excludes staffing, food, and other possible site costs. The level of daily staffing support provided will significantly increase operating costs. Should more security be required that will also increase costs.

*Level of Development to support up to 12 individuals	Capital Cost	Annual Operating Costs (no staff)
Similar to Julien Street Project: <i>No site preparation, hydro connection, portable washroom rentals and no showers. Waste management. Security evening 1 person 12 hr shift only. Fence rental. Waste collection.</i>	\$106,289	\$176,196* (\$14,683/month)*
Similar to Julien Street Project (as above) <i>plus site preparation costs, water and sewer connection.</i>	\$182,684	\$176,196* (\$14,683/month)*
Enhanced Julien Street Project: 3 CSA serviced modular trailers with 4 self contained units in each. <i>Includes site preparation, all utility connections, waste management, fence rental and 1 person 24 hour security.</i>	\$455,000	\$287,796* (\$23,983/month)*

**Excludes staffing, meal provision and other potential site administration/maintenance services.*

Potential Funding Sources

BC Housing

BC Housing is providing temporary funding for all ongoing operational costs, including site rental costs for both Cowichan cabin sites. City Staff contacted BC Housing as a potential funding partner to support the idea of temporary emergency cabin sites in Nanaimo. BC Housing has responded that they are open to potentially contributing a portion of operating costs, but will not support any capital costs. BC Housing's response and the City's referral letter are included as Attachment G.

In order to support the capital costs and additional operating costs, the City could consider the following other potential funding sources.

Housing Legacy Reserve

One possible internal source of funding is the City's Housing Legacy Fund. The Housing Legacy Reserve (HLR) fund was established in 2005 to support and facilitate the implementation of affordable housing policies, including the development of affordable housing projects, initiatives, and research. The projected 2021 closing balance in the HLR is \$2,878,872 (note that possible works and services commitments that may need to be funded through this should the City receive funding for temporary emergency housing through the Strengthening Communities' Services grant application).

Contributions to the HLR are received through an annual budget contribution of \$165,000 and from Community Amenity Contributions (CAC) received through rezoning. On 2021-MAR-08, the Governance and Priorities Committee (GPC) endorsed a policy that will increase the CAC contribution required for most developments and dedicate a minimum of 40% of the contribution to the HLR. If the CAC is adopted, Staff anticipate an increase over time to the amount of money directed to the HLR.

Reaching Home

The Government of Canada's Reaching Home program provides annual funding to several 'designated' communities to use for local solutions aimed at preventing and reducing homelessness. The majority of the capital costs for the Cowichan cabin development, including cabin construction costs, were funded using Cowichan's Reaching Home funding.

In Nanaimo, this funding is allocated by the Nanaimo Homeless Coalition's (NHC) community advisory board (CAB). The NHC has indicated they "would, in principle, consider the use of existing or future Reaching Home funds for the establishment and support of all innovative community solutions to homelessness", including transitional housing similar to the Cowichan model (see Attachment D).

Comment from RCMP, City Bylaws, and Nanaimo Fire Rescue

The RCMP state that potential cabin site(s) would impact existing RCMP resources and noted the Bike Unit especially do not have the capacity to support additional sites (see Attachment H). The RCMP response speaks to the challenges Nanaimo has experienced with unmanaged tenting sites. Their report notes that well-managed supportive housing units have reduced RCMP calls for service in comparison to camp formats. They also note that a portion of unhoused individuals will continue to impact the community regardless of establishing either supportive housing models that exist in Nanaimo or temporary emergency cabin style housing or camps as used in Cowichan.

Like the RCMP, Bylaw Services note that it is difficult to assess the public safety of a temporary cabins approach as the infrastructure and resources used will vary the outcomes considerably. This includes factors such as size, selection criteria for occupants, staffing levels (operators and security), sites rules, and layout (access control, etc.).

Bylaws Services note that a supervised-camp model could potentially reduce some of the extreme fire safety risks associated with unmanaged sheltering in undeveloped parklands during hot, dry summer months, as well as potentially reducing some homeless-related calls for service related to sanitation, safety and environmental impacts. However as noted by the RCMP, they anticipate they will still continue to respond to the impacts on community of individuals who avoid or are unable to be housed in these different emergency housing options.

The Nanaimo Fire Rescue Department noted a number of fire and life safety concerns that must be considered prior to establishing any transitional housing units (see Attachment I).

If the City proceeds with establishing this form of emergency housing, then it would need to develop a plan(s) to mitigate the above-noted life-safety and community impacts through site design, construction, and operational planning. This would involve the City's Building

Inspections, Bylaw Services, and Fire Rescue Department's work with the selected site operator(s), BC Housing, building contractors, and other key stakeholders.

Both the RCMP and NHC suggest if the City does proceed with doing emergency cabin housing, that this would be temporary use with an exit strategy for transitioning cabin tenants to longer-term supportive housing.

CONCLUSION

Overall, the Cowichan Housing model may provide a relatively quick response to housing some of Nanaimo's homeless, but it is not without risk. If the City chooses to pursue this model of housing, it is important that it does so with the support of our health and housing partners, high community and on-site safety standards, and a plan to transition residents out of the transitional cabin units to more permanent housing.

If Council wishes to proceed further with implementing an emergency housing project similar to the Cowichan model, they may request Staff bring forward a second report for options for consideration including potential locations.

GENERAL MANAGER'S COMMENTS

There is no capacity, nor the required skillset within our organization to manage temporary housing sites. As such, if Council wished to proceed with a project of this nature, we would issue a Request for Proposal (RFP) for one or more site operators.

Although under this model Development Services Staff would not be involved in day-to-day operations, Staff time would be required to identify potential sites, prepare the RFP, develop communications, and likely support ongoing community advisory committees for the site(s). Staff resources are currently fully allocated with a focus on establishing permanent housing solutions in the community. Present priorities include, but are not limited to:

- implementation of the MOU with BC Housing (7 sites);
- the support of the transition working group as part of the implementation of the Health and Housing Action Plan;
- working with our partners to establish a Navigation Centre;
- ongoing community engagement with respect to existing and proposed housing facilities; and;
- identification of additional permanent housing sites.

SUMMARY POINTS

- Council has requested Staff prepare a report regarding possible options for implementing a temporary emergency accommodation program, similar to the Cowichan temporary cabin housing model.
- BC Housing is open to contributing a portion of operating costs, but will not support any capital costs for a transitional cabin project in Nanaimo.
- Other potential funding sources included the Housing Legacy Fund and the Government of Canada's Reaching Home grant.
- To date, no local housing or shelter providers have indicated that they have the capacity to manage an emergency accommodation site similar to the Cowichan model.

ATTACHMENTS

- ATTACHMENT A: Background Details on Cowichan Housing Model
ATTACHMENT B: City of Nanaimo Letter to Housing Providers dated 2021-FEB-26
ATTACHMENT C: City of Nanaimo Letter to Island Health dated 2021-FEB-12 (Part 1);
Island Health Letter Response dated 2021-APR-15 (Part 2)
ATTACHMENT D: City of Nanaimo Letter to Island Health dated 2021-FEB-12 (Part 1);
Nanaimo Homeless Coalition Response dated 2021-APR-06 (Part 2)
ATTACHMENT E: Preliminary Capital Budget
ATTACHMENT F: Sanitation and Security Budget
ATTACHMENT G: City of Nanaimo Letter to BC Housing (BCH) dated 2021-FEB-10 (Part 1);
BCH Response 2021-MAR-12 (Part 2)
ATTACHMENT H: RCMP Response 2021-APR-09
ATTACHMENT I: Fire Rescue Response 2021-MAR-01

Submitted by:

Lisa Bhopalsingh
Manager, Community Planning

Concurrence by:

Bill Corsan
Director, Community Development

Laura Mercer
Director, Finance

Dale Lindsay
General Manager, Development Services

ATTACHMENT A

from April 19, 2021 Information Report

Cowichan Housing Model- Background Information

In response to the COVID-19 pandemic and its impact on unhoused populations, in Spring 2020 CHA established five campsites for homeless community members at the following locations:

1. St. Julien Street - City of Duncan
2. Buller Street - Town of Ladysmith
3. Fuller Lake - Municipality of North Cowichan
4. The Mound - Cowichan Tribes
5. Cowichan Recreation Centre - Municipality of North Cowichan

The campsites were established in partnership with the City of Duncan, Cowichan Tribes, Municipality of North Cowichan and Town of Ladysmith. BC Housing provided a total of \$50,000 in capital costs for establishing the tenting sites including camping tents, tarps, festival style tents, sleeping bags, garbage cans, cleaning supplies, water jugs, picnic tables, signage, sleeping cots and other assorted items.

In the winter of 2020/2021 CHA began replacing tenting sites with 18m² (193 ft²) individual sleeping cabins on the City of Duncan (St. Julien Street) and Cowichan Tribes sites. Residents were provided individual single bed studio cabins with baseboard heat and a locking door. The sites are not connected to City water or sewer facilities and do not include showers. Drinking and washing water is delivered to the sites and supplied via large water bottles that are replenished every day or two. There is a shared port a potty and an outdoor covered eating area located on each site.

ATTACHMENT B

from April 19, 2021 Information Report



2021-FEB-26

Re: Temporary Emergency Accommodation Provider

Dear Housing Provider or Social Service Agency:

On 2021-FEB-01, Nanaimo City Council directed Staff to prepare a report as quickly as possible outlining options for implementing a temporary emergency accommodation program in Nanaimo, similar to the Cowichan Housing model. The report will include:

- The capital costs for 2-3 pilot locations and potential funding sources
- The estimated monthly operation costs, potential funding sources, and potential operators
- Any opportunities for community collaboration
- Comment from appropriate city departments, the RCMP and community agencies

Staff expect to bring forward the requested report to Council this spring.

If the City were to pursue a new temporary housing program as part of the City's consideration of a temporary emergency housing program, it would require an experienced operator to manage the site. As part of the City's research into implementing this or an alternative temporary emergency housing model, we are reaching out to potential site operators to determine their capacity and interest.

With respect to a potential emergency housing site, can you please advise us of the following:

- Is your organization interested in managing the facility?
 - If so, will you require additional staffing?
 - If not, is your organization interested in and have existing capacity to support another organization in managing the temporary housing site?
 - If so, in what capacity are you able to provide support?

Please respond to socialplanning@nanaimo.ca on or before Wednesday, 2021-MAR-10, to advise us of your interest in managing or supporting a potential emergency housing site. If you need more time to respond, please let us know.

Sincerely,



Dave Stewart, RPP
Social Planner
City of Nanaimo

Ec. Dale Lindsay, General Manager, Development Services
Bill Corsan, Director, Community Development
Lisa Bhopalsingh, Manager, Community Planning

ATTACHMENT C
from April 19, 2021 Information Report
Part 1 of 2



2021-FEB-12

Via Email: sheila.leadbetter@viha.ca

Sheila Leadbetter, Executive Director
Island Health
1952 Bay Street
Victoria BC V8R 1J8

Dear Sheila:

RE: TEMPORARY HOUSING SITES IN NANAIMO

This letter is in response to recent direction from City of Nanaimo Council and the ongoing homelessness that we are experiencing in our community. As you are well aware, the City of Nanaimo, BC Housing and Island Health have worked collaboratively on supporting existing and proposed supportive housing projects in the Community. We are also thankful the Province and BC Housing have selected Nanaimo as a location for the second Navigation Centre in B.C. and look forward to working with you and your team to ensure the success of this project.

While we remain positive that these existing commitments and investments will help address the problem, there are, as you know, many people in our community who are experiencing homelessness today.

The City is aware that communities around the Province are considering different models to address this complex problem, including a recent initiative in Cowichan to provide small cabin spaces in managed clusters. In response to the above-noted challenges, Council has directed staff investigate this housing model, and at their recent meeting of 2021-FEB-01, unanimously passed the following motion:

"It was moved and seconded that a report be prepared as quickly as possible outlining options for implementing a temporary emergency accommodation program, similar to the Cowichan Housing model, in Nanaimo and the report include:

1. The capital costs for 2-3 pilot locations and potential funding sources;
2. The estimated monthly operation costs, potential funding sources, and potential operators; and
3. Any opportunities for community collaboration and comment from appropriate City departments, the RCMP and community agencies."

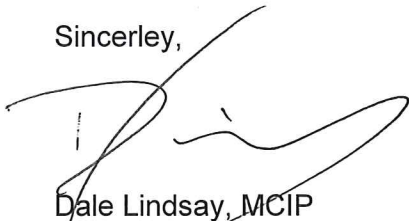
We understand that Federal Reaching Home Funds have been used to construct the temporary units in Cowichan, and that BC housing has provided operating funds to support these sites.

Based on the above, we would request Island Health's comments with respect to the establishment of similar temporary housing sites in Nanaimo. In order to respond to Council's direction, we would appreciate your response to the following questions:

- A. What is Island Health's position with respect to the establishment of temporary emergency accommodation, similar to sites underway in Cowichan?
- B. Does Island Health have the ability to support 2-3 temporary emergency sites in Nanaimo?

We thank you in advance for your response. If you have any questions or if you require further information, please do not hesitate to contact me at (250) 755-4493 or dale.lindsay@nanaimo.ca.

Sincerley,



Dale Lindsay, MCIP
General Manager
DEVELOPMENT SERVICES

DL/kb/mr

cc: Dana Leik, **Via Email:** dana.leik@viha.ca
Jake Rudolph, CAO, City of Nanaimo
Bill Corsan, Director, Community Development
Lisa Bhopalsingh, Manager, Community Planning

ATTACHMENT C
from April 19, 2021
Information Report Part 2 of 2



Excellent health and care for everyone,
everywhere, every time.

April 15, 2021

Ref 20956

Dale Lindsay
General Manager
Development Services
City of Nanaimo

Email: dale.lindsay@nanaimo.ca

Dear Mr. Lindsay,

Thank you for your letter dated February 12, 2021 regarding temporary housing sites in Nanaimo. Please accept my apology for the delay in my response.

Island Health is pleased to partner with local governments, including the City of Nanaimo, BC Housing and other community agencies to provide health care services for individuals experiencing homelessness and housing-vulnerability.

As previously discussed, Island Health views ourselves as a key partner in the work supporting the wellness and health needs of homeless individuals and those in temporary and supportive housing sites. We share the commitment, and recognize the importance of, the 'housing first' approach. We rely on entities and agencies whose primary mandate is housing to establish housing sites and operate on-site facility and social supports. In this context, Island Health is committed to providing in-reach, on-site health care services on a visitational basis in alignment with the health care needs of building residents. This approach to health care service delivery has been, and remains, in place, including at the Terminal, Labieux and Prideaux sites.

I am pleased to attach an overview of Island Health's health care service approach for underserved populations in supportive housing. This document has previously been shared with City staff and community members, with the aim to provide information about services and the service continuum for vulnerable populations.

Island Health and BC Housing are nearing completion of a Memorandum of Understanding (MoU) which will formalize a shared understanding of the health care services and service delivery approach at the existing sites, at future supportive housing sites, and at the Navigation Centre. We anticipate this MoU will be signed in the coming weeks.

Finally, you have asked two specific questions which I am pleased to answer in anticipation this will support the City's ongoing planning around supportive housing.

Island Health

Located at: 1200 Dufferin Crescent | Nanaimo, BC V9S 2B7 Canada
Mailing address: Suite 1071, 1200 Dufferin Crescent | Nanaimo, BC
V9S 2B7 Canada

Tel: 250-951-7691 | Fax: 250-755-7633
islandhealth.ca

With respect to your question about Island Health's position on the establishment of temporary accommodation such as what is underway in Cowichan; Island Health strongly encourages public agencies, local governments, community organizations, and the private sector to develop innovative solutions to housing, both temporary and permanent. We will work with housing providers to support access to health care services for residents as outlined above.

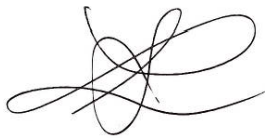
Your second question relates to Island Health's ability to support additional temporary sites in Nanaimo. Island Health is mandated to provide health care services to its population and as described above, is committed to providing health care services on an in-reach/visitation basis reflective of the needs of the residents. We do note that Island Health may be challenged to fully meet the health care needs at additional, net new sites without additional resources. Prioritization may have to occur based on urgency and complexity of needs. Human resources is an ongoing challenge in the health sector, particularly as it relates to nursing and mental health and substance use clinicians. While recruitment is ongoing, there is a shortage in many health care disciplines. As individuals access housing and become more stable, their health care needs do change, which allows for flexibility in service provision.

Island Health recommends an experienced, reputable service provider be responsible for the intake and access processes for this housing, and also be responsible for the day-to-day operations and security provisions, if required, for any new site, whether that site be a BC Housing or City of Nanaimo led service. Island Health will work with the service provider to assess the health needs of clients and provide appropriate health care services based on that needs assessment.

Over the past year, the pandemic has provided new opportunities for cross-sectoral partnerships and innovative service approaches. Island Health recognizes, and is grateful, for the commitment and partnership of the Province, the City of Nanaimo, and local public and not-for-profit agencies as we work together to address the societal issues of poverty, mental health, addictions, and homelessness.

I look forward to our continued work together. Thank you again for reaching out to me Dale. On behalf of the MSHU leadership team and front line staff, we look forward to working alongside the City.

Sincerely,

A handwritten signature in black ink, appearing to be 'S. Leadbetter', with a stylized, cursive script.

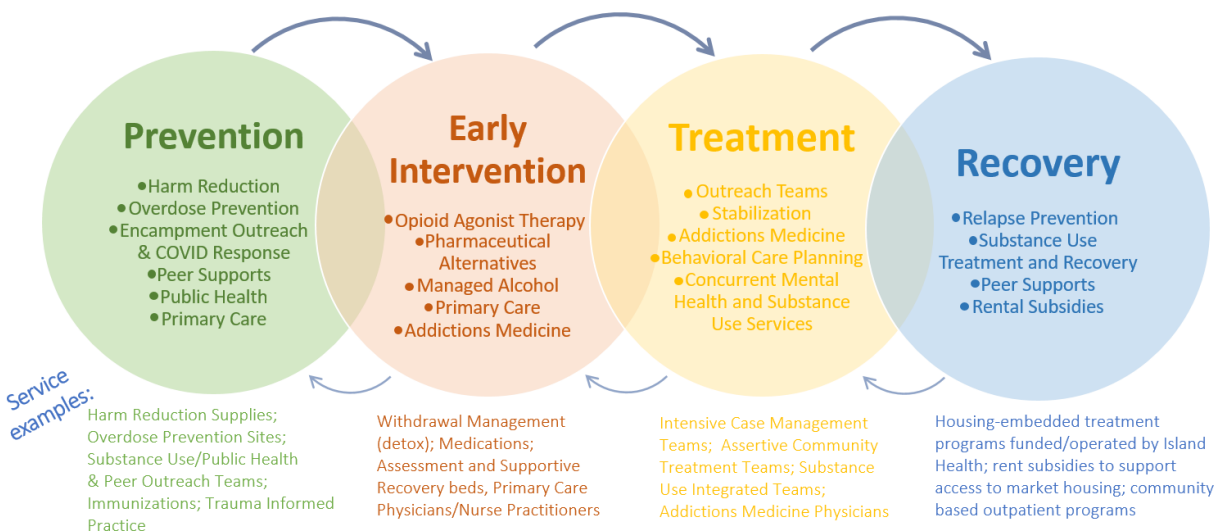
Sheila Leadbetter
Executive Director, Nanaimo and CI/NI MHSU Operations
Island Health



February 2021

Nanaimo Supportive Housing Sites – Health Services Overview

- Island Health has provided onsite health services on an in-reach (visitation) basis at the Nanaimo supportive housing sites since they opened in 2018.
- The goal is to stabilize health and housing for individuals with serious and persistent mental health challenges and/or problematic substance use.
- The aim of providing health care services is to:
 - build relationships and trust with clients and residents;
 - deliver primary care services as needed in support of prevention and wellness;
 - provide on-site mental health and substance use services to improve wellness and mitigate harm and risk; and,
 - enable linkages and referrals to health care services and mental health and substance use services as needed and desired.
- A range of health services are available depending on the clients' individual needs and their personal wellness goals:



- Health care services are voluntary and dependent on clients' interest and willingness to engage and receive supports.

Supportive Housing Health Services – Nanaimo

- On-site regular supports vary depending on the site and needs of the population but may include:
 - Primary Care Outreach: Mobile team of nurses, peers and primary care physicians. Offers a range of primary care services, wound care, harm reduction, sexual health, chronic health (e.g. asthma; diabetes), referrals to diagnostics and other services.
 - Mental Health and Substance Use (MHSU): On-site at regular times and days; services include consultation and referral to appropriate service providers and/or connection to other MHSU services.
- Additional MHSU in-reach supports which may be accessed include on-site visits as needed for specific clients who have been assessed and attached to a specialized team based on their clinical requirements. These teams include:
 - Assertive Community Treatment (ACT) - Treatment and support for adults experiencing serious mental illness and/or substance use challenges with significant impairment in functioning, requiring wrap-around clinical support.
 - Community Support Services (CST) - Outreach services for adults with complex recovery needs as a result of co-occurring serious mental illness and/or chemical dependency.
 - Community Outreach Response (COR) - Mobile service providing community- based crisis response services including street-based outreach.
 - Substance Use Services Outreach (SUSO) - Mobile support for individuals seeking supports around substance, including harm reduction, access to Opioid Agonist Therapy, referrals to treatment, withdrawal management, supportive recovery and stabilization.

In addition to on-site and in-reach health care services, a range of MHSU services are available in other community settings in Nanaimo. Access may be dependent on available capacity and resources, which can vary. Services include:

- General Intake - for adults seeking MHSU services; walk-ins Monday-Friday 10:00 am to 6:15 pm; or by phone 250-739-5710.
- Counselling Services:
 - Walk-in Crisis Counselling Clinic - Walk-in single session crisis counselling offered to all ages free of charge.
 - Substance Use and Mental Health Counselling Services - Includes group therapy options, individual counselling, treatment referrals.
- Partners in Parenting - Outreach support for individuals with substance use issues who are pregnant or parenting at least one child under the age of 12.
- Clearview Detox - Acute service that supports individuals through medical withdrawal from alcohol and opioids (7-10 day length of stay).
- Overdose Prevention Site - for adults seeking safe and supported environment for injection of their substances.
- Sobering Assessment Centre - 24/7 access to safe supportive beds for adults under the influence of substances who are seeking sleep/rest.
- Supportive Recovery & Stabilization Beds - Short term residential placement to strengthen and further recovery from substance use.

ATTACHMENT D
from April 19, 2021
Information Report Part 1
of 2



2021-FEB-12

Via Email: jason.harrison@cmha.bc.ca, yvonne.borrows@salvationarmy.ca

Jason Harrison, Co-Chair, Nanaimo Homeless Coalition
Yvonne Borrows, Co-Chair, Nanaimo Homeless Coalition
9 – 327 Prideaux Street
Nanaimo BC V9R 2N4

Dear Jason and Yvonne:

RE: TEMPORARY HOUSING SITES IN NANAIMO

This letter is in response to recent direction from City of Nanaimo Council and the ongoing homelessness that we are experiencing in our community. As you are well aware, the City of Nanaimo, BC Housing and not for profit operators have worked collaboratively on supporting both existing and proposed supportive housing projects in the Community. We are also thankful the Province and BC Housing have selected Nanaimo as a location for the second Navigation Centre in B.C.

While we remain positive that these existing commitments and investments will help address the problem, there are, as you know, many people in our community who are experiencing homelessness today.

The City is aware that communities around the Province are considering different models to address this complex problem, including a recent initiative in Cowichan to provide small cabin spaces in managed clusters. In response to the above-noted challenges, Council has directed staff investigate this housing model, and at their recent meeting of 2021-FEB-01, unanimously passed the following motion:

"It was moved and seconded that a report be prepared as quickly as possible outlining options for implementing a temporary emergency accommodation program, similar to the Cowichan Housing model, in Nanaimo and the report include:

1. The capital costs for 2-3 pilot locations and potential funding sources;
2. The estimated monthly operation costs, potential funding sources, and potential operators; and
3. Any opportunities for community collaboration and comment from appropriate City departments, the RCMP and community agencies."

We understand that Federal Reaching Home Funds have been used to construct the temporary units in Cowichan, and that BC housing has provided operating funds to support these sites.

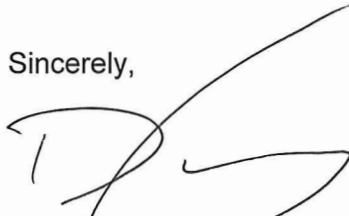
Based on the above, we would request Nanaimo Homeless Coalition's (NHC) comments with respect to the establishment of similar temporary housing sites in Nanaimo. In order to respond to Council's direction, we would appreciate the NHC's response to the following questions:

- A. What is NHC's position with respect to the establishment of temporary emergency accommodation, similar to sites underway in Cowichan?
- B. Does NHC have any recommendations with respect to the establishment or operations of temporary emergency accommodations, such as those in Cowichan?
- C. Would NHC support in the principle use of existing or future Reaching Home Funds for the capital and/or operating of these sites?

For your information, we will also be reaching out to existing housing operators in the Community to seek their input and specifically any comments with respect to the capacity to support 2-3 sites.

We thank you in advance for your response. If you have any questions or if you require further information, please do not hesitate to contact me at (250) 755-4493 or dale.lindsay@nanaimo.ca.

Sincerely,



Dale Lindsay, MCIP
General Manager
DEVELOPMENT SERVICES

DL/kb/mr

cc: Jake Rudolph, CAO, City of Nanaimo
Bill Corsan, Director, Community Development
Lisa Bhopalsingh, Manager, Community Planning

ATTACHMENT D
from April 19, 2021
Information Report Part 2 of 2



April 6, 2021

Dale Lindsay
General Manager, Development Services
City of Nanaimo
455 Wallace Street
Nanaimo, BC V9R 5J6

Re: Temporary Housing Sites in Nanaimo

Dear Mr Lindsay,

The Nanaimo Homeless Coalition thanks the City of Nanaimo for requesting our collective input during the exploration phase of temporary housing responses in our community.

A small group of leaders from the Coalition met with representatives of the project in Cowichan Valley. We also distributed a survey broadly to members of the Coalition in regards to our then draft response and provided the opportunity to members of the Coalition to discuss this topic at the recent NHC Meeting on April 1, 2021

Below are our responses to the three questions posed to us for our consideration and input.

A. What is NHC's position with respect to the establishment of temporary emergency accommodation, similar to sites underway in Cowichan?

The Nanaimo Homeless Coalition supports in principle all thoughtful, community-engaged, supported and funded responses to homelessness. These temporary and transitional shelter options should be considered part of the continuum of support to those experiencing homelessness in conjunction with a broader plan.

B. Does NHC have any recommendations with respect to the establishment or operations of temporary emergency accommodations, such as those in Cowichan?

- The establishment of any such accommodations and related operating expectations should be done through authentic engagement with various community stakeholder representatives including, but not limited to, Snuneymuxw FN, PWLE, NHC, Chamber of Commerce, School District 68, RCMP, Island Health, MSDPR, Neighbourhood Associations.
- Staffing and support funding must be adequate and complementary to the level of need of the intended residents.
- A project of this type should be short to medium-term in duration and part of a larger transitional plan to permanent housing opportunities.
- We should not delay progress on these types of solutions because the larger goals are still in development, but they must be accounted for as we develop the broader plan.
- Innovative models in other Canadian communities should be investigated.

C. Would NHC support in the principle use of existing or future Reaching Home Funds for the capital and/or operating of these sites?

The Nanaimo Homeless Coalition would, in principle, consider the use of existing or future Reaching Home funds for the establishment and support of all innovative community solutions to homelessness.

Once again, we are grateful for our inclusion in this process and look forward to future collaboration in addressing shared community challenges.

Yours truly,

A handwritten signature in black ink, appearing to read "Jason Harrison". The signature is fluid and cursive, with the first name "Jason" and last name "Harrison" clearly distinguishable.

Jason Harrison
Co-Chair, Nanaimo Homeless Coalition

ATTACHMENT E

from April 19, 2021

Information Report

Temporary Cabin Housing “Cowichan Housing Model”

Preliminary Capital and Operational Budget

Cowichan Model Capital Budget

Item	Unit Price	Total Site Price ¹
Cabins ²	\$7,000	\$84,000
Delivery of Fencing	\$200	\$200
Portable Washroom Delivery	\$50	\$50
Picnic Tables (8ft in length, four in total per site)	\$379	\$1,516
Canopy Steel Frame 10' by 20'	\$523	\$523
Hydro Connection	\$20,000	\$20,000
<i>Subtotal – Cowichan Model (No additional Services)</i>		<i>\$106,289</i>
Water & Sewer Connection	\$6,000 to \$10,000	\$6,000 to \$10,000
Portable Shower Purchase (4 stalls) ³	\$61,395	\$61,395
Site Preparation (depends on site conditions)	\$2,000 to \$5,000	\$2,000 to \$5,000
Total Capital Cost With Additional Services		\$182,684

Cowichan Model Site Operational Budget (Monthly)⁴

Item	Unit Price	Monthly Site Price
Fencing	\$0.45 ft per month	\$120
Portable Washroom Rental (3 per site)	\$140 per month	\$420
Water & Sewer Utility Costs	\$523 per month	\$523
Site Waste Management ⁵	\$130 per day	\$3,900
Security (Evening Shift – 12 hours 1 staff)	\$324 per day	\$9720
Total Estimated Site Operating Costs		\$14,683

Enhanced Site Operational Budget (Monthly) using CSA approved cabin buildings⁴

Item	Unit Price	Monthly Site Price
Fencing	\$0.45 ft per month	\$120
Washrooms/showers included in buildings	0	0
Water & Sewer Utility Costs	\$523 per month	\$523
Site Waste Management	\$130 per day	\$3,900
Security (Evening Shift – 24 hours 1 staff)	\$648 per day	\$19,440
Total Estimated Site Operating Costs		\$23,983

1. Based on a proposed 12 cabin development on a flat paved 669m² (7,200 sq. ft.) site
2. Based on costs incurred by Cowichan Housing Association in 2020. Price is likely greater in April 2021 due to increased labour and material costs. Price will be higher if buildings are BC Building Code compliant.
3. An 8 stall shower trailer or 6 stall shower trail with two washroom stalls is also available for rent at \$2,800 per week (\$11,200 per month) plus \$1,620 delivery and pick up.
4. **Operational costs are exclusive of staffing supports, meals and hydro costs.**
5. City estimate as site waste management costs were not accounted for by Cowichan Housing Association.

ATTACHMENT F
from April 19, 2021 Information Report

CAMP SANITATION & SECURITY SERVICES
ENGINEERING & PUBLIC WORKS
CITY OF NANAIMO

Report Date: 2021-02-10	Prepared By: Taaj Daliran
--------------------------------	----------------------------------

1. COST ESTIMATE:

1.1. Site Info

- Site Location Within the City boundaries
- Site Type City Parking/Yard (Closed hard surface)
- Site Size 500 m²
- Site Settings Cabin/Pod
- Site Service Toilet (no shower), Waste collection bins
- Number of user up to 25

1.1.1. Security Service

- 12 Hours Night shift (8pm – 6am) 1 security officer \$324/day
- 24 hours shift 1 security officer \$648/day

1.1.2. Sanitation Services

\$130/day

- Waste collection method/schedule
 - two sets of sanitation carts placed at the location accessible to sanitation staff
 - it would be collected on a daily basis by 2 sanitation staff and one truck for .5 hour per day
- Cleaning method/schedule
 - once a day litter (Monday – Friday) collection by 2 sanitation staff one truck for 1 hour per day. Will add Saturday and Sunday through Parks Custodial if required
 - twice a week sweeping the area with standard size sweeper

1.1.3. Administrative Support

\$25/day

- Half an hour of staff time overseeing and administrating the work on a baily basis

ATTACHMENT G
from April 19, 2021
Information Report Part 1 of 2



2021-FEB-10

Via Email: hartman@bchousing.org

BC Housing
Attention: Heidi Hartman, Regional Director
Vancouver Island Region Office
201 3440 Douglas Street
Victoria BC V8Z 3L5

Dear Heidi:

RE: TEMPORARY HOUSING SITES IN NANAIMO

This letter is in response to recent direction from City of Nanaimo Council and the ongoing homelessness that we are experiencing in our community. As you are well aware, the City of Nanaimo and BC Housing have worked collaboratively on the provision of temporary housing of those individuals from the 1 Port Drive Tent City and are actively moving forward with the implementation of our MOU that will result in permanent supportive and non-market housing solutions. We also acknowledge that BC Housing has funded a second overnight shelter in the community and recently established a COVID Emergency Response Centre in the City's Community Services Building. We are also thankful the Province and BC Housing have selected Nanaimo as a location for the second Navigation Centre in B.C. and look forward to working with you and your team to bring this to fruition.

While we remain positive that these existing commitments and investments will help address the problem, there are, as you know, many people in our community who are experiencing homelessness today. Since the closure of the tent city on Wesley Street, there has been a dispersal of homeless individuals throughout the community. In addition to the challenges for people to find appropriate shelter, this dispersal of homeless individuals has placed additional strain on our existing City services, including Bylaw, Parks Maintenance, and Sanitation.

The City is aware that communities around the province are considering different models to address this complex problem, including a recent initiative in Cowichan to provide small cabin spaces in managed clusters. In response to the above-noted challenges, Council has directed staff investigate this housing model, and at their recent meeting of 2021-FEB-01, unanimously passed the following motion:

"It was moved and seconded that a report be prepared as quickly as possible outlining options for implementing a temporary emergency accommodation program, similar to the Cowichan Housing model, in Nanaimo and the report include:

1. The capital costs for 2-3 pilot locations and potential funding sources;
2. The estimated monthly operation costs, potential funding sources, and potential operators; and

3. Any opportunities for community collaboration and comment from appropriate City departments, the RCMP and community agencies.”

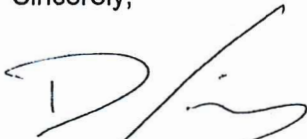
We understand that Federal Reaching Home Funds have been used to construct the temporary units in Cowichan, and that BC housing has provided operating funds to support these sites.

Based on the above, we would request BC Housing's comments with respect to the establishment of similar temporary housing sites in Nanaimo. In order to respond to Council's direction, we would appreciate your response to the following questions:

- A) What is BC Housing's position with respect to the establishment of temporary emergency accommodation, similar to sites underway in Cowichan?
- B) Does BC Housing have the ability to fund capital and/or operations of 2-3 temporary emergency sites in Nanaimo?

We thank you in advance for your response. If you have any questions or if you require further information, please do not hesitate to contact me at (250) 755-4493 or dale.lindsay@nanaimo.ca.

Sincerely,



Dale Lindsay, MCIP
General Manager
DEVELOPMENT SERVICES

DL/kb

cc: Jake Rudolph, CAO, City of Nanaimo
Bill Corsan, Director, Community Development
Lisa Bhopalsingh, Manager, Community Planning

ATTACHMENT G
from April 19, 2021
Information Report Part 2 of 2



March 12, 2021

City of Nanaimo
Attention: Dale Lindsay, General Manager, Development Services
411 Dunsmuir Street
Nanaimo, BC V9R 5J6
Via email: Oceansidehomelessness@gmail.com

Dear Dale,

Re: Temporary Housing sites in Nanaimo

Thank you for your letter dated February 10, 2021 indicating your interest in potentially developing temporary housing sites for those experiencing homelessness in Nanaimo.

It is typically BC Housing's preference to fund permanent, purpose-built solutions to address housing and homelessness issues. However, we do recognize that sometimes – particularly with the constraints of COVID-19 --- innovative, short-term solutions can be helpful as interim measures. The tenting cabin sites in Duncan and the new tiny home village in Victoria are two examples of these temporary accommodation sites which we have recently supported.

When we look at funding such activities, we are looking to operate as part of a partnership model. This typically means that the municipal government provides the land, and capital funding is provided by other parties such as the federal government or private donors. BC Housing then contributes a portion of operating costs. Therefore, we would be amendable to potentially contributing a portion of operating costs if you were to move ahead with such an initiative.

We appreciate your proactive efforts to address homelessness in Nanaimo through temporary sites. If you would like more information, I would be happy to meet with you to discuss.

Kind regards,

A handwritten signature in black ink that reads "Hartman".

Heidi Hartman
Regional Director– Vancouver Island
hhartman@bchousing.org

cc: Jake Rudolph, CAO
Bill Corsan, Director, Community Development
Lisa Bhopalsingh, Manager, Community Planning



Royal Canadian
Mounted Police

Gendarmerie royale
du Canada

Security Classification
/Designation
Classification/désignation

RCMP Nanaimo
303 Prideaux Street
Nanaimo, BC V9R 2N3

ATTACHMENT H from April 19, 2021 Information Report

Your File - Votre référence

Our File - Notre référence

Mr. Dale Lindsay
General Manager, Development Services
City of Nanaimo
411 Dunsmuir Street
Nanaimo, BC V9R 0E4

Date

April 9, 2021

Re: Homeless Camps in Nanaimo

Nanaimo RCMP Resourcing

Nanaimo Detachment has been working in a high capacity workload environment for a significant number of years.

Further, due to addiction/mental health challenges, the number of police calls for services to check on the well-being and mental health related calls has increased from approximately 300 to 1200 per year.

The Bike Unit has no further capacity to take on additional roles.

If the City Council wants to pursue the Camp Format, it will require four (4) additional full bike members to conduct additional patrols on a 7-day a week basis.

Currently, we are unable to meet the demands of the Downtown Core areas with existing Bike members and have been relying on overtime shifts.

Under normal circumstances, overtime would not be an available option due to bar watch, city festivals and night markets.

CAMP

The history of tent cities within Nanaimo has demonstrated a very strong propensity for violence, weapons, and sexual exploitation. The criminality continued even with private security. Encampments have the potential to become a magnet for other criminal behaviours like drug dealing in surrounding areas. A Camp environment versus a tent city will not prevent weapons or drugs from entering into the sites.

Without sufficient detail, it is difficult to respond to a public safety perspective as the infrastructure and resources will vary the outcome considerably. On one end of the spectrum, we could see the security issues noted above, if done well, perhaps this attempt could see the opposite materialize quicker and cheaper than rolling out permanent or modular housing facilities.

The Cowichan model in concept does not vary greatly from any of our fully established permanent housing buildings. It is not an uncontrolled tent encampment. They are staffed (rotating), have rules and program agreements, service support, food provision, security measures and provide better shelter than the parks and doorways equating to a less stressed occupant.

To be successful, a camp would require additional personnel support through Provincial Partners, skilled private security and additional police resources. Any decision to proceed must also have a planned exit strategy that does not rely on the civil injunctions and Court authorizing police to remove individuals. The exit process must not contribute to the criminalization of homeless, nor did increase the risk to RCMP personnel who are ordered to physically remove protracted individuals.

Duncan/Cowichan has introduced the camp model because they lack the supportive housing equivalents of Labieux and Newcastle. Why would Nanaimo implement a model that is less than the supportive housing model? Tent models are being eliminated in other jurisdictions for the reasons stated above.

SUPPORT

Well-managed supportive housing units have reduced our calls for service in comparison to camp formats.

When facilities are not provided, theft occurs to support basic needs. The only potential benefit is from the individual, who is homeless, who may feel that the camp may afford some more safety and stability; however, the predator personality is likely to infiltrate the camp and still victimize others.

The tract record for Nanaimo is approximately one supportive housing facility every year or two over the past decade, which equates to about 40 to 50 people housed every few years.

Our street population has been growing faster than this, regardless of the capacity increase, so unless there was a major shift in political will, resources and funding we will never keep up. This leaves us a community in an untenable situation.

There are about a dozen factors applicable to housing street entrenched individuals that affect public safety and social disorder. Physical layout of the location, neighbourhood composition, staffing levels and quality, demographics of residents, legal arrangement of the accommodation, service provision to non-residents, collaboration, and resource commitment from stakeholders are some of the more important ones.

I spoke to the Watch Commander of the day and the local bylaws personnel and it was their opinion that the "Cowichan" model has been beneficial to the community; however, they do not have a supportive housing model to compare to the camps.

Lastly, I am wary that there may be an impression from those pursuing this model that housing will solve the bulk of disorder and petty crime in our neighbourhoods. While it helps, it is not a panacea as the smaller percentage of homeless, who display predator anti-social behaviour, have repeatedly shunned or not succeeded in our most robust and experienced programs and they will continue to target those who are more vulnerable and unwilling to protest or report.

Yours truly,

Inspector Lisa Fletcher, Acting Superintendent
Officer in Charge
Nanaimo RCMP Detachment

ATTACHMENT I
from April 19, 2021
Information Report



2021-Mar-01

Dale Lindsay, General Manager
Development Services Division
City of Nanaimo

Dear Dale:

RE: Temporary Emergency Accommodation Sites in the City

The following is a list of fire safety concerns (not in order of priority) to consider from a Fire Department perspective if we plan to proceed with this initiative.

- Smoking
- Illicit drug use impairing judgement
- Unconventional Heating, Cooking, and Ignition Sources
- Tampering with electrical and fire detection systems
- High risk population
- Unit density and potential fire spread
- Hoarding
- Inability to inspect the units regularly
- Unwillingness to follow basic life safety rules/direction
- Heating equipment clearances
- Adequate fire protection equipment and life safety systems – extinguishers, sprinklers, etc.
- Access for emergency vehicles depending on the site
- Not adhering to occupancy limits

Additionally, I would anticipate ongoing resources from our Fire Loss Prevention Division to support the process.

Lastly, if the City proceeds and there is a fire causing injury/death are there liability implications for the City?

Let me know if you need anything else from our department.

Sincerely,

A handwritten signature in black ink, appearing to read "Tim Doyle".

Tim Doyle
FIRE CHIEF