City of Kingston
Report to Council
Report Number 20-209

To: Mayor and Members of Council
From: Lanie Hurdle, Chief Administrative Officer
Resource Staff: Peter Huigenbos, Commissioner, Business, Environment & Projects
Ruth Noordegraaf, Director, Housing and Social Services
Date of Meeting: September 15, 2020
Subject: Integrated Care Hub Update and Extended Use of Artillery Park

Council Strategic Plan Alignment:

Theme: Corporate business
Goal: See above

Executive Summary:

Artillery Park was established as a temporary location for the Integrated Care Hub (ICH), until the end of September 2020. The ICH is providing low barrier services for homeless individuals or individuals at risk of homelessness that are unable to access other services.

ICH opened its 24/7 operations on July 31 and the Consumption Treatment Service (CTS) relocated its operations at the ICH on August 20, 2020. The ICH has been operating at capacity in the last couple of weeks and the initial client outcomes of the various wrap around services have been very positive in this pilot phase. This is a unique service to address the needs of those with high acuity.

On August 11, City staff presented a report to Council with some options for a more permanent ICH location which identified 342 Patrick Street as the preferred location based on discussions that had been previously taking place with the property owner. The staff report also included the potential lease of a portable for the CTS operations should the ICH be relocated to 342 Patrick Street. Following the Council approval, City staff worked to secure the Patrick Street site but a few weeks into negotiations, the property owner notified staff that it was no longer sure of its interest in leasing the property for the purpose of operating the ICH.
In the last week, City staff turned their attention to the building at 661 Montreal Street which was also identified as an option on the Council report on August 11. Staff has been able to work with the 661 Montreal Street property owner and are finalizing details of an agreement. This property works for both the ICH and the Consumption Treatment Services (CTS) without requiring a portable but is currently undergoing upgrades. Both HIV/AIDS Regional Services (HARS) and Kingston Community Health Centres (KCHC) who respectively operate the ICH and the CTS, have indicated that this is a preferred location to continue the integration of all services to the most vulnerable. The challenge with this property is that interior finishes and some upgrades will not be completed before the end of September.

In order to allow for a seamless transition of this service in the community, an extension of 1 month for the use of Artillery Park will be required. Furthermore, staff are recommending that the funding that was approved for the lease of the portable at 342 Patrick Street be redirected to cover costs of interior finishes that will support the programming of the ICH and the CTS.

At this point, there are no other properties that are properly located in the core city, have the appropriate space and layout and could be fully available within the next 2 months. The only option to maintain this service is to extend the access at Artillery Park for 1 month until 661 Montreal Street is ready.

City staff recognize that access to indoor recreation services is important to residents, especially as the weather starts to get colder. Staff have been in discussions with the Boys’ and Girls’ Club to expand the City’s existing aquatic programming at the Boys’ and Girls’ Club Bath Road site. Staff are also in discussions with the YMCA to provide people who typically use Artillery Park for aquatics and indoor fitness the opportunity to use the YMCA facility on Wright Crescent. The details of these expanded services are not finalized at the time of writing this report, but will be communicated to Council and the public as soon as possible. The City is also extending the aquatics season at the Outdoor Aqua Park until September 27, which will feature a variety of different swim opportunities including lane swims, adult open swims, family, parent and tot and leisure swim times. The City’s fitness centre at the INVISTA Centre will be re-opening on September 14 along with all four ice pads.

Recommendation:

That Council approve an extension of 1 month for the operations of the Integrated Care Hub at Artillery Park; and

That Council approve the reallocation of the $60,000 for the lease of a portable for the Consumption Treatment Services to the interior program finishes at 661 Montreal Street to operate the Integrated Care Hub and the Consumption Treatment Centre.
Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Community Services  Not required

Peter Huigenbos, Commissioner, Business, Environment & Projects

Brad Joyce, Commissioner, Corporate Services  Not required

Jim Keech, President & CEO, Utilities Kingston  Not required

Desirée Kennedy, Chief Financial Officer & City Treasurer  Not required

Sheila Kidd, Commissioner, Transportation & Public Works  Not required
Options/Discussion:

On June 23, 2020, City Council discussed Report Number 20-153 on the Integrated Care Hub at Artillery Park and passed the following motion:

**That** Council endorse the use of Artillery Park as a temporary, until the end of September 2020, cooling/drop in centre to deliver wrap around services, including but not limited to Consumption and Treatment Services, in partnership with Kingston Community Health Centres, Street Health, HIV/AIDS Regional Services, Home Base Housing, Addictions & Mental Health Services and United Way KFL&A; and

**That** Council endorse other options such as permanent housing, camping at a formal campground and/or storage to meet various needs of campers; and

**That** Council approve up to $300,000, to be funded where eligible from the Provincial Social Services Relief Fund and/or Community Homelessness Prevention Initiative (CHPI); supplemented by the Homelessness Reserve, if required, to support homelessness and vulnerable populations; and

**That** the Mayor and Clerk be authorized to enter into any agreements or other legal documents required to establish a drop in centre or delivery of other services from community partners to support vulnerable populations to the satisfaction of the Acting Director of Legal Services.

On August 11, 2020 City Council discussed Report Number 20-190 on the Integrated Care Hub Permanent Relocation Option and passed the following motion:

**That** Council authorize the Mayor and Clerk to enter into an agreement of up to $150,000 per year, starting in August 2020 until the end of July 2021, to relocate the Integrated Care Hub, to the satisfaction of the City Solicitor; and

**That** Council authorize the lease or acquisition of a portable of up to $60,000 to establish the Consumption Treatment Service should it be required to deliver services at the Integrated Care Hub; and

**That** Council approves funding of up to $210,000 from the Homelessness Reserve to cover 1 year of leasing property and the cost of a portable facility for the Consumption Treatment Services.

On September 1, 2020 City Council discussed Report Number 20-192 on the Social Services Provincial Funding Allocation and approved the allocation of up to $1,109,000 for the operations of the Integrated Care Hub (ICH) after the pilot phase.
Integrated Care Hub – initial results

The Integrated Care Hub pilot opened with a full suite of services including overnight rest accommodation on July 31, 2020 and it has been consistently at capacity in the last few weeks. Clients have been attending all aspects of the service from day programming to overnight rest. Most recently the Consumption and Treatment Services (CTS) site was relocated at the Integrated Care Hub at Artillery Park and is open 7 days per week from 11 a.m. to 7 p.m. The CTS service provides a safe and supportive place where anyone who wants to consume drugs can do so under supervision of people who are trained to respond to an overdose. This co-location is an extremely important facet of the Integrated Care Hub. KFL&A Public Health has issued warnings to the community regarding the presence of some dangerous drugs in the community, including the pervasiveness of fentanyl and, as a result, increased overdoses and deaths. The CTS site has seen a significant increase in use with over 250 individuals in less than two weeks compared to 160 in the month of July 2020. The Integrated Care Hub has been at capacity in the sleeping quarters and community space. They are averaging approximately 60-70 individuals for overnight usage and hundreds during the daytime hours. This past week, the City worked with HARS to utilize additional space at Artillery Park in order to add about 12 sleeping spaces.

It is important to highlight that HARS is currently engaging with all clients regarding program development, client needs and gaps they feel are in the homeless system. There is also a formal pilot program evaluation currently being undertaken by staff at KCHC - Street Health in collaboration with HARS. The information garnered through the evaluation will be adopted into the programming and service delivery components of the Integrated Care Hub.

Transition to permanent location

There is an identified need to provide a space for individuals who are homeless and for those who have mental health and addiction challenges to be in a safe space where they can access basic supports such as: food, personal care items, counseling supports, harm reduction supplies, basic medical care, addictions support, referrals to housing supports, storage for their belongings and a client identified need for a sense of community among members.

Artillery Park was always intended to be a temporary location and it was approved to be used for the operations of the ICH until the end of September. City staff reviewed options for a relocation to a more permanent location and on August 11 reported to Council with two (2) options (342 Patrick Street and 661 Montreal Street) including a preferred location. Staff worked with the property owner of 342 Patrick Street who had previously indicated it was interested in leasing its property for the operations of the ICH. After a few weeks of negotiations, the property owner communicated with City staff indicating that it was reconsidering its interest in leasing the property.

Due to a limited time frame provided for the use of Artillery Park, staff quickly shifted focus and initiated discussions with the property owner of 661 Montreal Street, understanding that this property was still undergoing significant renovations. The property owner is willing to work with the City to complete renovations and interior finishes as quickly as possible and staff are
currently negotiating final details of the agreement. It is important to note that a portable will not be required for this location as it provides for the potential for the co-location of the Consumption Treatment Site and the Integrated Care Hub. The property at 661 Montreal Street is currently being renovated for use of the ICH services and will be available for move prior to October 31.

Under the Emergency Order for Temporary Health or Residential Facilities, which is an Emergency Order passed under the Reopening Ontario (A Flexible Response to COVID-19) Act, 2020, temporary health or residential facilities that are being constructed or converted are exempt from compliance with the Building Code Act and its regulation, as well as compliance with the zoning by-law and site plan approval under the Planning Act, with the exception that drawings are to be submitted to the chief building official by an architect for review and approval, and inspections undertaken to determine the facility safe for occupancy. Utilizing the emergency order will allow for the operation of the temporary residential facility at 661 Montreal Street by the timeline of October 31. Where the applicant wishes to pursue further approvals to permit a permanent use on site, a Planning Act application and compliance with all applicable legislation under the traditional process, including the requisite public process, will be required.

The request is for Council to approve the continued use of Artillery Park as the Integrated Care Hub site for one (1) further month until October 31. This would allow the continuation of the important services provided by HARS and Street Health and for the clients who are relying upon these services and supports to receive continued care until the move to 661 Montreal Street can occur. This will ensure there is no disruption of services or supports to Kingston’s most vulnerable and marginalized community while ensuring a seamless transition into a new space.

Access to Recreation and Leisure services during the month of October

Due to this extension, staff recognize that residents will be unable to utilize services at Artillery Park for the month of October. As noted earlier in the report, staff are working with partner agencies to expand access to aquatics and fitness services for those who typically access Artillery Park. The City is also keeping the Outdoor Aquatic Park open until September 27 and will be re-opening the INVISTA Centre on September 14. Staff will work to re-open Artillery Park as soon as possible once the Integrated Care Hub is relocated.

Existing Policy/By-Law:

None

Notice Provisions:

None

Accessibility Considerations:

None
Financial Considerations:
None

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Other City of Kingston Staff Consulted:
Brandon Forrest, Director, Business, Real Estate & Environment

Exhibits Attached:
None