

Subject: Respite Services Sustainability Plan

File Number: ACS2022-CSS-GEN-002

**Report to Community and Protective Services Committee on 31 March 2022
and Council on 13 April 2022**

Submitted on March 31, 2022 by Donna Gray, General Manager

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Ward: Citywide

Objet: Plan de viabilité des services de répit

Dossier : ACS2022-CSS-GEN-002

Rapport au Comité des services communautaires et de protection

Le 31 mars 2022

Et au Conseil le 13 avril 2022

Soumis le 31 mars 2022 par Donna Gray, Directrice générale

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATION(S)

That the Community and Protective Services Committee recommend that Council:

- 1. Approve the Respite Services Sustainability Plan as described in this report and as follows:**
 - a. Provide the General Manager, Community and Social Services with the delegated authority to maintain the Human Needs Command Centre as well as the municipally operated Respite and Physical Distancing Centres, which includes day programming like services, as described in this report; and**
 - b. Direct staff to conduct a review of the single adult community shelter requirements and develop a longer-term plan; and**

- c. **Approve the creation of a service hub located at 370 Catherine Street within the Employment and Social Services office and report back on the day programming like services plans and needs for the Vanier and Centretown geographic areas by Q1, 2023.**
2. **Provide the Chief Financial Officer/City Treasurer the delegated authority to draw on the Tax Stabilization Reserve to fund any shortfalls not covered by anticipated additional funding from the Social Services Relief Fund or other mitigation strategies to cover the cost of services as described in this report.**

RECOMMANDATION(S) DU RAPPORT

Que le Comité des services communautaires et de protection recommande que le Conseil municipal :

1. **Approuve le Plan de durabilité des services de répit comme il est décrit dans le présent rapport et comme suit :**
 - a. **Délègue à la directrice générale, Direction générale des services sociaux et communautaires, le pouvoir de maintenir le Centre de commandement des besoins humains ainsi que les centres de répit et de distanciation physique gérés par la municipalité, lesquels comprennent des services apparentés à de la programmation de jour, comme ils sont décrits dans le présent rapport; et**
 - b. **Demande au personnel de mener un examen des besoins des refuges communautaires pour adultes seuls et développe un plan à plus long terme; et**
 - c. **Approuve la création d'un carrefour de services situé au 370, rue Catherine dans le bureau des Services sociaux et d'emploi et présente ensuite un rapport sur les plans de services apparentés à de la programmation de jour et les besoins pour les zones géographiques de Vanier et du centre-ville d'ici le T1 de 2023.**
2. **Délègue à la cheffe des finances et trésorière municipale le pouvoir de puiser dans le Fonds de réserve de stabilisation des taxes en vue de financer tout manque à gagner non couvert par du financement supplémentaire prévu à partir du Fonds de secours pour les services sociaux ou d'utiliser d'autres stratégies d'atténuation pour couvrir le coût des services tels qu'ils sont décrits dans le présent rapport.**

EXECUTIVE SUMMARY

Assumption and Analysis

The purpose of this report is to recommend actions to ensure the continuity of respite and physical distancing services in the short-term to meet the current needs of the community along with a sustainability plan to address identified gaps in community programs and services in key geographic areas of Ottawa that are anticipated to persist beyond the COVID-19 pandemic. Approval of these recommendations will ensure the social services sector can sustain much-needed services, like Physical Distancing Centres as congregate care settings, like shelters and day programs, continue to be disproportionately affected by the pandemic. These recommendations would also help to achieve strategic goals of Council's 10-Year Housing and Homelessness Plan: people get the support they need; and we work together to ensure the client experience across the housing system is improved.

Establishing respite and physical distancing services through the Human Needs Task Force & Command Centre

In March 2020, the Human Needs Task force (HNTF) was activated as part of the City's emergency management planning response to COVID-19. The HNTF, led by the Community and Social Services Department (CSSD) and comprised of citywide staff and community partners, established one tactical team to support the emergency response efforts to address urgent community needs resulting from the pandemic such as access to basic human needs like shelter, a safe place to rest, access to washrooms and food.

Recognizing the scalability of the City's response and the remained critical service gaps for people experiencing homelessness, those at risk of being homeless and people sleeping rough, in November 2020, the Human Needs Command Centre (HNCC) was created to build on the accomplishments of the HNTF and to address ongoing emergency community needs and increasing service gaps to mitigate the impacts of COVID-19 on at-risk residents.

The HNCC, and HNTF, have initiated key interventions during the pandemic to address growing needs experienced by people experiencing homelessness, or other complex challenges. The need for these interventions was heightened as existing services were unavailable at normal levels due to requirements to support physical distancing and related space including staffing challenges. Examples of key interventions were the opening of temporary Physical Distancing Centres (PDCs) and temporary Respite Centres to help prevent and reduce the spread of COVID-19, while providing basic services such as access to shelters, a safe place to rest, access to washrooms, showers and food to those with the greatest needs.

Current State of the COVID-19 Pandemic

Despite recent lifting of public health measures in many settings in Ontario, congregate care settings, like community shelters and day programs, remain as high-risk settings, warranting continued masking while indoors, and ongoing physical distancing

requirements. Arrival of the Omicron variant in late 2021 and the ensuing increase in cases across congregate care settings have delayed full resumption of services by community agencies and have impacted efforts by the City to transition out of Respite and Physical Distancing Centres. In addition, it highlights the ongoing threat of COVID-19 within high-risk settings that have been disproportionality impact with the pandemic.

Key stats on visits to Respite Centres and stays in the PDCs:

- Respite Centres combined support a total of approximately 2000 visits monthly:
 - 66 average daily visits at Tom Brown
 - 49 average daily visits at Bernard Grandmaître.
- Information collected through a client survey in September 2021 indicated the following:
 - 63 per cent declared residing in the Vanier and Centretown area
 - 42 per cent declared predominately living in subsidized housing, rooming houses, or community shelters, and nine (9) per cent indicated living rough (sleeping outdoors).
- Current overnight stays within the Physical Distancing Centres represent 25 per cent of the total community shelter beds / system.

Sustainability Planning for Respite Services and Physical Distancing Centres

At the September 22, 2021, Council meeting, staff received direction to report back to the Community and Protective Services Committee in Q1 2022 with an analysis of the, need and sustainability of respite services. To-date, a preliminary review and examination of day programming like service offerings, and other important community support services has been completed. This report, provides a summary of findings, related to City operated Respite Centres and similar community services along with short- and long-term recommendations to maintain and address service gaps and ongoing service needs, which were exacerbated during the pandemic and are expected to continue. Additionally, while this report primarily focuses on Respite Centres, the report also highlights the heightened need to sustain Physical Distancing Centres as the City and its partners develop transition plans including strategies to respond to capacity limits and sustained demands for service while continuing to support public health guidelines to help mitigate the spread of COVID- 19. For the maintenance, operations and sustainability of respite services, staff recommend:

- Maintaining a temporary respite centre in Vanier for the remainder of 2022.
- Transitioning respite services from the location at Tom Brown in Q3 2022 and establishing a service hub at 370 Catherine Street to provide wrap-around services and community supports to clients by Q3 2022. Staff recommend developing a similar model for the Vanier area in consultations with internal and external stakeholders.
- Supporting community partners providing day programming or related services with funding to extend hours or increase staffing and/or to maintain much needed services such as harm reduction, counselling, outreach, food, and washroom access, for the most at-risk residents as a result of the pandemic.

To support community shelters and physical distancing requirements, and users staff recommend:

- Maintaining two Physical Distancing Centres to support transition planning and mitigate ongoing COVID-19 risks within the community shelter system.
- Reviewing the single adult community shelters and developing a longer-term plan. The plan may include strategies to address emerging needs in the area of mental health, and addictions along with supports needed to transition to permanent housing options, including alignment to support the strategic goals and objectives of Council's 10-Year Housing and Homelessness Plan.

The review adopted a cost/benefit analysis framework that considered: the current City operated Physical Distancing and Respite Centres operating costs, funding allocations to community agencies that operate community day programming like services and/or food services, including additional service offerings that were added during the pandemic, made possible through COVID-19 related funding; and the potential financial needs and impacts to sustain Physical Distancing and Respite Centre operations and funding to support day programming like service agencies with their delivery of services.

Notwithstanding the need to contemplate COVID-19 recovery, the City recognizes the need to be flexible in its planning in response to the state of the pandemic. The system has seen an increase in demand due to the Omicron variant, further highlighting the urgent need to maintain services offered throughout the City's pandemic response, including respite services, and Physical Distancing Centres and as the City and its partners work to transition from emergency response to more regular operations.

The situation is ever evolving and fluid and as such maintaining services remains the department's priority while we continue to work with community partners and stakeholders to plan for longer-term strategies for when COVID-19 is no longer deemed a health and community risk and the City can return to normal operations which includes maintaining infection prevention and control for our most at-risk residents.

Financial Implications

At this time, funding is available to cover Respite Centres operating costs to March 2022. In the interim, the City must plan for the financial impacts and requirements to maintain such services and explore alternate funding sources and service options to respond to the needs of the community and its at-risk residents. The estimated costs to sustain the Human Needs Command Centre, the Physical Distancing Centres, Respite Centres, and funding to day programming like agencies are approximately \$13.6 million as outlined in Document 1.

Staff are recommending the authority to sustain the services as outlined in this report.

Human Needs Command Centre: The administrative costs associated with providing services, ongoing monitoring and oversight for the departments response and planning is approximately \$200,000 per month.

Respite Centres: The cost associated with operating both municipal run Respite Centres at their current locations is approximately \$113,600 monthly and does not include the loss of City revenue of up to \$105,208 monthly that the facilities hosting the Respite Centres would incur through loss of regular operations. Utilization of the 370 Catherine St location as a hub was due to its proximity to the Centretown area and offers an immediate, cost effective and sustainable service offering for the community.

Physical Distancing Centres: It is important to note, that while maintaining both Respite Centres and the two PDCs is desirable, a higher priority is placed on sustaining PDCs to mitigate the risk of those experiencing homelessness without a safe sheltering space due to the current limited capacity and public health requirements in the single adult community shelter system. The monthly estimated cost associated to the PDCs operations is \$960,000.

Community Day Programing and related services: Day programing and related services to enhance service delivery and options through community agencies are required. The estimated cost is approximately \$208,120 per month.

The City has been advised by the Ministry of Municipal Affairs and Housing (MMHA) to expect additional SSRF funding to support municipalities beyond March 31, 2022, although details of any future SSRF allocation have not been provided. Should additional funding not be received staff will work with the Mayor to write to the MMHA requesting additional funding under the SSRF to maintain essential social services as outlined in this report.

If the \$13.6 million of required funding is not provided from the Province or other levels of government or is insufficient to meet the financial requirements for the period after March 31, 2022, then the City will look at alternative strategies including using Safe Restart Agreement Funds, Tax Stabilization Reserves, changes in service offerings, and other financial mitigation strategies.

Public Consultation/Input (Day Programs and other similar like agencies)

In addition to the Human Needs Task Force regular meetings, a Respite Centre Transition Working Group was established in August 2021, bringing both internal and external stakeholders together to discuss the temporary Respite Centres' evolution and COVID-19 recovery transition planning. This engagement and consultation process included:

- Eighteen (18) community partners and City staff from Housing Services, Employment and Social Services (ESS), Gender and Race Equity, Inclusion, Indigenous Relations and Social Development Service (GEIIRDS), and HNTF.
- Meetings to provide opportunities for partners to share information and provide feedback.

- Consultation on the development of a client survey to gather demographic data in line with internal and external stakeholder needs.
- Individual interviews with each community partner for input and to discuss short-, medium-, and long-term recommendations.
- Discussions with the Day Program Coalition.
- Environmental scan of other services and programs offered in the community, including hours of operations and service capacity.

This engagement and community partner consultation informed our understanding of the current state and identified potential gaps in service in addition to potential mitigation strategies to inform transition planning.

The following are key highlights of those discussions:

- Evolving Provincial public health restrictions may influence maximum capacity in day programming like service agencies resulting in clients being asked to limit their stays.
- Identified need for extended day programming like service agency hours for evenings and weekends, currently being funded through SSRF.
- Need for increased harm reduction support in the community, including more during evening and weekend hours.
- A more collaborative model where all agencies providing supports share information to better serve the clients is beneficial.
- Additional service hub spaces are beneficial for residents and encourages coordinated access to services.
- Access to services, such as housing and financial assistance supports (OW and ODSP) is beneficial.
- Need for increased food access specifically take-away or sit-down meals, especially in Vanier/Lowertown area.
- Need for increased access to basic services that are outside of the downtown core especially in Vanier/Lowertown area.

Once the Community and Protective Services Committee is informed of the recommendations of the plan to sustain respite services, the HNCC will continue to work with the Respite Centre Transition Working Group to monitor the current state, affirm the emerging and / or ongoing needs and collaboratively identify strategies to implement recommended service options and improvements moving forward.

RÉSUMÉ

Hypothèse et analyse

L'objectif du présent rapport vise à recommander des mesures en vue d'assurer la continuité des services de répit et de distanciation physique à court terme pour répondre aux besoins actuels de la communauté, ainsi qu'un plan de durabilité pour traiter les lacunes identifiées dans les programmes et les services communautaires

dans des zones géographiques clés d'Ottawa, lesquelles devraient persister au-delà de la pandémie de COVID-19. L'approbation de ces recommandations assurera que le secteur des services sociaux puisse continuer d'offrir des services grandement nécessaires, comme les centres de distanciation physique à titre d'habitations collectives, comme les refuges et les programmes de jour, qui continuent d'être touchés de manière disproportionnée par la pandémie. Ces recommandations permettront également d'atteindre des objectifs stratégiques du Plan décennal de logement et de lutte contre l'itinérance du Conseil : veiller à ce que tous obtiennent le soutien dont ils ont besoin; et que nous puissions travailler ensemble pour assurer que l'expérience client dans tout le réseau de logement soit améliorée.

Établissement des services de répit et de distanciation physique par l'entremise du Groupe de travail et du Centre de commandement sur les besoins humains

En mars 2020, le Groupe de travail sur les besoins humains (GTBH) a été activé dans le cadre de l'intervention planifiée de gestion de la situation d'urgence de la COVID-19. Le GTBH, dirigé par la Direction générale des services sociaux et communautaires (DGSSC) et composée de membres du personnel à l'échelle de la Ville et de partenaires communautaires, a établi une équipe tactique pour soutenir les efforts d'intervention contre la situation d'urgence afin de répondre aux besoins communautaires urgents dus à la pandémie comme l'accès à des besoins humains de base comme un refuge, un endroit sécuritaire où rester, un accès à des salles de bains et à de la nourriture.

Reconnaissant la portée de l'intervention de la Ville et les lacunes demeurant au sein des services essentiels pour les personnes en situation d'itinérance, les personnes à risque de tomber en itinérance et les personnes vivant dans la rue. En novembre 2020, le Centre de commandement des besoins humains (CCBH) a été créé pour bâtir sur les réalisations du GTBH et pour répondre à des besoins communautaires d'urgence constants et à des lacunes de service en hausse pour atténuer les répercussions de la COVID-19 sur les résidents à risque.

Le CCBH et GTBH ont amorcé des interventions clés pendant la pandémie pour répondre à des besoins en augmentation vécus par des personnes en situation d'itinérance, ou connaissant d'autres problèmes complexes. Le besoin de ces interventions a été rehaussé puisque les services existants étaient non disponibles à des niveaux normaux en raison des exigences visant à appuyer la distanciation physique et l'espace relatif y compris les difficultés de personnel. Des exemples des interventions clés ont été l'ouverture de centres de distanciation physique et centres de répit temporaires pour aider à prévenir et à réduire la propagation de la COVID-19, tout en fournissant des services de base comme l'accès à des refuges, un endroit sûr où rester, l'accès à des toilettes, à des douches et à de l'alimentation pour ceux ayant les plus grands besoins.

Situation actuelle de la pandémie de COVID-19

Malgré les récentes levées des mesures de santé publique dans de nombreux établissements en Ontario, les habitations collectives, comme les refuges et programmes de jour communautaires, demeurent des lieux à haut risque, nécessitant le port du masque en tout temps à l'intérieur et des exigences de distanciation physique constantes. L'arrivée du variant Omicron vers la fin de 2021 et l'augmentation des cas qui a suivi parmi l'ensemble des établissements de soins a retardé la reprise complète des services par les organismes communautaires et a eu des répercussions sur les efforts de la Ville pour transférer les centres de répit et de distanciation physique. De plus, il met en lumière la crainte constante dans les lieux à haut risque qui ont été touchés de manière disproportionnée par la pandémie.

Voici des statistiques clés sur les visites dans les centres de répit et les séjours dans les centres de distanciation physique :

- Les centres de répit combinés ont assuré le soutien d'un total approximatif de 2 000 visites par mois :
 - Moyenne de 66 visites quotidiennes au centre Tom Brown
 - Moyenne de 49 visites quotidiennes au centre Bernard Grandmaître.
- Les renseignements recueillis au moyen d'un sondage auprès des clients en septembre 2021 ont indiqué ce qui suit :
 - 63 pour cent ont déclaré résider dans le secteur de Vanier et du centre-ville
 - 42 pour cent ont déclaré vivre principalement en logement subventionné, en maisons de chambres ou en refuges communautaires, et neuf (9) pour cent ont indiqué vivre dans des conditions difficiles (dormir dans la rue)
- Les séjours de nuit courants dans les centres de distanciation physique représentent 25 pour cent du total des lits et du réseau des refuges communautaires.

Planification de la durabilité des services de répit et des centres de distanciation physique

Lors de la réunion du Conseil du 22 septembre 2021, le personnel a reçu des directives de faire rapport au Comité des services communautaires et de protection au T1 de 2022, en fournissant une mise à jour sur l'analyse, les besoins et la durabilité des services de répit.

À ce jour, dans le cadre du Plan stratégique de reprise des services du Centre de commandement des besoins humains, un examen préliminaire des services

comparables à des programmes de jour et d'autres services de soutien communautaire importants, a été effectué. Le présent rapport fournit un résumé des résultats concernant les services de répit municipaux et les services communautaires similaires, ainsi que des options durables à court et à long terme visant à remédier aux lacunes dans les services et à répondre aux besoins continus en matière de services, qui ont été mis en évidence pendant la pandémie et vont probablement continuer. De plus, bien que le présent rapport porte principalement sur les centres de répit, il met également en évidence le besoin accru de maintenir les centres de distanciation physique, alors que la Ville et ses partenaires élaborent des plans de transition, notamment des stratégies pour répondre aux limites de capacité et aux demandes soutenues de services tout en continuant à appliquer les lignes directrices en matière de santé publique afin d'aider à atténuer la propagation de la COVID-19. Pour le maintien, les opérations et la durabilité des services de répit, le personnel recommande:

- Maintenir un centre de répit communautaire temporaire dans Vanier pour le restant de 2022.
- Transférer les services de répit de l'emplacement Tom Brown au T3 de 2022 et établir un carrefour de service au 370, rue Catherine pour fournir des services globaux et des soutiens communautaires aux clients d'ici le T3 de 2022. Le personnel recommande de développer un modèle similaire pour le secteur de Vanier en consultations avec les intervenants internes et externes.
- Soutenir les partenaires communautaires en fournissant de la programmation de jour ou des services reliés avec du financement pour prolonger les heures ou accroître le personnel et/ou maintenir des services grandement nécessaires comme la réduction des méfaits, le counseling, les programmes d'approche, l'alimentation et l'accès à des salles de bains pour la plupart des résidents à risque en raison de la pandémie.

Pour appuyer les besoins des refuges communautaires et de distanciation physique, ainsi que des usagers, le personnel recommande de :

- Maintenir deux centres de distanciation physique pour appuyer la planification de transfert et atténuer les risques constants de COVID-19 au sein du réseau des refuges communautaires.
- Examiner les refuges communautaires pour adultes seuls et développer un plan à plus long terme. Le plan peut inclure des stratégies pour répondre aux besoins émergents dans le secteur de la santé mentale et de la toxicomanie ainsi que des soutiens nécessaires pour effectuer des transferts à des options permanentes de logements, y compris se conformer pour soutenir les buts et les objectifs stratégiques du Plan décennal de logement et de lutte contre l'itinérance du Conseil.

L'examen a adopté un cadre d'analyse coûts-avantages qui a tenu compte des éléments suivants : les coûts de fonctionnement actuels des centres de distanciation physique et des centres de répit gérés par la Ville, les allocations de financement aux organismes communautaires offrant des services communautaires comparables à des programmes de jour ou des services alimentaires, y compris des offres de services supplémentaires ajoutées pendant la pandémie, rendues possibles grâce au financement lié à la COVID-19, les besoins financiers potentiels pour soutenir les opérations des centres de distanciation physique et des centres de répit ainsi que le financement pour soutenir les organismes offrant des services comparables à des programmes de jour pour les aider dans la prestation de leurs services.

Nonobstant la nécessité d'envisager la reprise après la COVID-19, la Ville reconnaît la nécessité de faire preuve de souplesse dans sa planification en réponse à la pandémie. Le réseau a connu une augmentation de la demande due à la résurgence du variant Omicron, qui a également mis en évidence le besoin urgent de maintenir les services offerts par le biais de l'intervention d'urgence de la Ville, notamment les services de répit et les centres de distanciation physique, et à mesure que la Ville et ses partenaires travaillent à faire la transition entre l'intervention d'urgence et des opérations plus normales.

La situation évolue constamment et, à ce titre, le maintien des services demeure la priorité de la Direction générale alors que nous continuons de travailler avec les partenaires communautaires et les intervenants pour planifier des stratégies à plus long terme pour le moment où la COVID-19 ne sera plus considérée comme un risque pour la santé et la communauté, et où la Ville pourra reprendre ses activités normales, ce qui comprend le maintien des mesures de prévention et de contrôle des infections pour nos résidents les plus à risque.

Répercussions financières

À l'heure actuelle, des fonds sont disponibles pour couvrir les coûts d'exploitation des centres de répit jusqu'en mars 2022. Entre-temps, la Ville doit planifier en tenant compte des répercussions financières et des exigences pour maintenir ces services et explorer d'autres sources de financement et options de service afin de répondre aux besoins de la communauté et de ses résidents à risque. On estime les coûts pour soutenir les centres de distanciation physique, les centres de répit et les organismes communautaires offrant des services communautaires comparables à environ 13.6 M\$, comme indiqué dans le Document 1.

Le personnel recommande le pouvoir de soutenir les services comme décrit dans le présent rapport.

Le Centre de commandement des besoins humains : les coûts administratifs associés à la prestation de services, à la surveillance continue et à la supervision pour

l'intervention et la planification de la direction générale s'élevaient à environ 200 000 \$ par mois.

Centres de répit : Le coût associé à l'exploitation des deux centres de répit municipaux est d'environ 113 600 \$ par mois et ne comprend pas la perte de revenus subie par la Ville allant jusqu'à 105 000 \$ par mois que les installations qui hébergent les centres de répit subiraient à cause de la perte de leurs opérations habituelles. L'utilisation de l'emplacement du 370 rue Catherine comme un carrefour de services est due à sa proximité avec le centre-ville et offre un service immédiat, économique et durable à la communauté.

Centres de distanciation physique : Il est important de noter que bien qu'il soit souhaitable de maintenir à la fois les deux centres de répit et les deux centres de distanciation physique, une priorité plus élevée est accordée au maintien des centres de distanciation physique afin d'atténuer le risque pour les personnes en situation d'itinérance sans refuge sécuritaire en raison de la capacité limitée actuelle du réseau des refuges communautaires pour adultes célibataires et les exigences en matière de santé publique. Le coût mensuel estimé associé aux opérations des centres de distanciation physique est de 960 000 \$.

De plus, des services comparables à des programmes de jour visant à améliorer la prestation des services et les options par l'entremise d'organismes communautaires sont nécessaires. Le coût estimatif est d'environ 208 120 \$ par mois.

La Ville a été informée par le ministère des Affaires municipales et du logement (MAML) de s'attendre à recevoir du financement supplémentaire du FSSS pour appuyer les municipalités après le 31 mars 2022, même si les détails de toute allocation future du FSSS n'ont pas été fournis. Si du financement supplémentaire n'est pas reçu, le personnel travaillera avec le maire pour écrire au MAML et demander du financement supplémentaire du FSSS afin de maintenir les services sociaux essentiels comme indiqué dans le présent rapport.

Si les 13,6 millions de dollars de financement requis ne sont pas fournis par le gouvernement provincial ou d'autres ordres de gouvernement ou sont insuffisants pour répondre aux exigences financières pour la période au-delà du 31 mars 2022, alors la Ville recherchera d'autres stratégies y compris en utilisant des Fonds de l'entente de relance sécuritaire, des réserves de stabilisation des taxes, en apportant des changements aux offres de services et d'autres stratégies d'atténuation financières.

Consultation publique et commentaires (organismes offrant des programmes de jour et organismes offrant des programmes semblables)

En plus du Groupe de travail sur les besoins humains qui tient des réunions régulièrement, un Groupe de travail sur la transition des centres de répit a été créé en août 2021, réunissant des intervenants internes et externes pour discuter de l'évolution

des centres de répit temporaires et de la planification de la relance à la suite de la COVID-19. Ce processus d'engagement et de consultation comprenait :

- Dix-huit (18) partenaires communautaires et employés municipaux des Services du logement, des Services sociaux et d'emploi (SSE), du Service de l'équité des genres et des races, de l'inclusion, des relations avec les Autochtones et du développement social (Service de l'EGRIRADS) et du GTBH.
- Des réunions offrant aux partenaires l'occasion de partager de l'information et de fournir des commentaires.
- Une consultation sur l'élaboration d'un sondage auprès des clients visant à recueillir des données démographiques en fonction des besoins internes et externes des intervenants.
- Des entrevues individuelles avec chaque partenaire communautaire pour obtenir des commentaires et discuter des recommandations à court, moyen et long terme.
- Des discussions avec la Coalition des programmes de jour.
- Une analyse du contexte des autres services et programmes offerts dans la communauté, notamment les heures d'ouverture et la capacité de service.

Cet engagement et cette consultation des partenaires communautaires nous ont permis de mieux comprendre la situation actuelle et d'identifier les lacunes potentielles dans les services en plus des stratégies d'atténuation possibles afin d'orienter la planification de la transition.

Voici les points saillants de ces discussions :

- L'évolution des restrictions provinciales en matière de santé publique peut influencer sur la capacité maximale des organismes offrant des services comparables à des programmes de jour, ce qui fait en sorte que les clients doivent limiter leur séjour.
- La nécessité de prolonger les heures d'ouverture des organismes offrant des services comparables à des programmes de jour pour les soirs et les fins de semaine, mesure actuellement financée par le FSSS.
- La nécessité d'un soutien accru à la réduction des méfaits dans la communauté, notamment les soirs et les fins de semaine.
- Favoriser un modèle plus collaboratif où tous les organismes fournissant des soutiens partagent l'information pour mieux servir les clients.

- Promouvoir la création d'autres carrefours de services pour les résidents, ce qui encourage un accès coordonné aux services.
- Favoriser l'accès aux services, comme le soutien au logement et l'aide financière (OT et POSPH).
- Le besoin d'un accès accru à la nourriture, particulièrement les repas à emporter ou les repas à prendre sur place, surtout dans le secteur de Vanier/Basse-Ville.
- Le besoin d'un accès accru aux services de base à l'extérieur du centre-ville, en particulier dans le secteur de Vanier/Basse-Ville.

Une fois le Comité des services communautaires et de protection mis au courant des recommandations du plan de maintien des services de répit, le Centre de commandement des besoins humains continuera de travailler conjointement avec le Groupe de travail sur la transition des centres de répit afin de surveiller la situation actuelle, de confirmer les besoins émergents ou continus et d'identifier des stratégies pour mettre en œuvre les options de service recommandées et les améliorations à l'avenir.

BACKGROUND

In March of 2020, a declaration of a state of emergency by the Province of Ontario and the City of Ottawa resulted in the need to support public health guidelines, the closure of many establishments, including day programs and community and social service agencies. As such, the day-to-day routines of many Ottawa residents, particularly those experiencing homelessness, precariously housed, or living on low income were significantly impacted as many of the essential social services programs that they relied on to maintain their basic human needs, such as food, shelter, and hygiene, were temporarily shut down or altered to comply with COVID-19 public health guidelines such as physical distancing requirements.

Recognizing these important needs in the community, and the temporary relief funding provided by the Province, the City in collaboration with internal stakeholders and external community partners established a plan to open a Physical Distancing Centre and a temporary Respite Centre to provide additional space to support public health guidelines such as physical distancing and ensure support for people in need.

Respite Centres:

The first City operated temporary Respite Centre was opened in Centertown on April 24, 2020, with the conversion of McNabb Arena providing service offerings such as washrooms, showers, and light refreshments. The McNabb Respite Centre was branded a success and a much-needed temporary solution to support at risk-residents and provide temporary relief to community agencies impacted by the pandemic. The Centre quickly highlighted the increasing service gaps and challenges being

experienced by agencies and impacts on those experiencing homeless, precariously housed and/or individuals living on low income who were being disproportionately impacted by the pandemic.

McNabb Respite Centre closed in early October of 2020 as the facility was not properly heated but there was a continued need to offer temporary respite services in the community due to the ongoing public health emergency and approaching winter months. The demand and need for additional day programming space and similar like agencies and services was an overarching need that was likely present prior to the public health emergency. Additional Provincial SSRF funding provided the opportunity to enhance the emergency response efforts and expand temporary respite services by opening three additional sites accommodating at-risk residents of the city.

After an extensive search of City recreational facilities and private venues, numerous site visits, and consultations with community partners, the HNTF selected the Tom Brown, Bernard Grandmaître arenas, and St. Paul's Eastern United Church as the new respite locations to increase space to accommodate the overflow of clients and to reduce pressures on community agencies providing basic services. These facilities were operational in November 2020 serving residents in these priority neighbourhoods.

In early Fall 2021, Ottawa was making progress with reducing COVID-19 transmissions, the high vaccination rates and the lifting of the municipal State of Emergency, the City was slowly transitioning service delivery back to community agencies and had initiated its Recovery Strategy. Additionally, with Council's recent approval of the Community Safety and Well-Being Plan, work is underway to define the priorities of the Plan, such as mental well-being and integration of services, to address gaps in services that the COVID-19 pandemic has exposed.

The transition planning to stand down the temporary Respite Centres began in August 2021 using a project management and community engagement approach. In August and September 2021, the Human Needs Command Centre met with several community partners to provide an update on the Recovery Strategy starting with the provision of food services.

Respite Centres have had the support of many community partners to bring meals and offer services and supports within the structure of the Human Needs Task Force. The Task Force identified meal services as the first element to transition back into the community. This began with a gradual transition out of offering hot meals and then take-away meals throughout September while continuing to provide hot drinks, water and light snacks and other food items as available. With the meal service fully transitioned back to agencies, the Respite Centres saw a reduction in daily visits.

Effective September 23, 2021, services from St. Paul's Eastern United Church were gradually transitioned back to the nearby community resources with St. Paul's Respite Centre officially closed as of October 1, 2021. Tom Brown and Bernard Grandmaître

temporary Respite Centres are maintaining all consolidated services with ongoing monitoring of the emergency response and needs.

As a result of the transition out of St. Paul's Respite Centre, HNTF received concerns from Councillors, community stakeholders, and clients specifically on maintaining respite services even after Provincial funding is expected to end in March 2022. The sustainability of respite services was further raised at the September 22, 2021, Council meeting where staff were directed to report back to Community and Protective Services Committee in Q1 2022 with an update on a respite services analysis and sustainability plan.

Physical Distancing Centres:

The PDCs have been set up and operationalized as a temporary measure to support efforts in reducing the overall capacity within the single adult community shelter system and provide adequate space for users to physically distance and mitigate the spread of COVID-19. Due to the ongoing impacts of the pandemic in the community, the PDCs have since become an important asset and extension to the existing community shelter system and are relied upon by users and Community Shelter Providers. Without the PDCs, those experiencing homelessness would have limited options and either be living rough, precariously housed and/or staying in an overcrowded community shelter where infection prevention measures and physical distancing would be very challenging.

Recognizing the need for additional sheltering space, the HNTF completed an extensive search and visits to City facilities and private venues. In April of 2020, in consultation with community partners, the HNTF selected and converted the Jim Durrell Recreational Facility into its first Physical Distancing Centre (PDC) for men, which later closed and transitioned to the Dempsey Community Centre in September 2020.

In August 2020, as a result of the ongoing public health measures due to COVID-19, the HNTF identified the need to further enhance the shelter capacity for single women. The first Physical Distancing Centre for Women at 240 Friel Street was opened in December 2020. The Friel PDC closed in June 2021 with the residents transitioning to the newly established Heron Community Centre, Physical Distancing Centre until its closure in December 2021. At that time, a portion of the women moved to the Dempsey PDC and the remaining women moved to their regular facility located at 172 O'Connor Street.

The COVID-19 pandemic continued to fluctuate, with the ongoing need to ensure public health guidelines such as protective masking and physical distancing are followed. In response to the evolving public health situation, alongside the continued demand for service, the City along with its community partners identified the need to expand its emergency response measures by opening an additional Physical Distancing Centre for men. As a result, in February of 2021, the Nicholas Physical Distancing Centre for men located at 75 Nicholas was opened.

Since the start of the pandemic, these Physical Distancing Centres have played a vital role in supporting hundreds of at-risk individuals and has been one of many key interventions to help prevent and reduce the spread of COVID-19 in our community.

DISCUSSION

In response to Council direction as it relates to respite services, staff have conducted a review and analysis of the data collected via surveys and information gathered through the environmental scan including consultations with community partners. Below are the key findings:

Visits:

- Average daily number of unique visits to Tom Brown Respite Centre is 66 and Bernard Grandmaître Respite Centre is 49 (sample data between November 29, 2021, and January 6, 2022), these number of visits remained consistent although Tom Brown has seen a decrease due to its temporary use as an overnight community shelter.
- The number of visits at all respite centres declined when meal services were transitioned back to agencies in September 2021.
- Respite Centres are primarily visited by single adults with those more precariously housed and utilizing the community shelters visiting Tom Brown while Bernard Grandmaître has more visits from those housed in the surrounding community.
- Respite Centres see an increase in visits during colder weather periods.

Demographics:

In September 2021, the Respite Centre clients were asked to complete a survey to inform transition planning. 57 clients completed the survey. Of those:

- 23 per cent identified as Francophone.
- 21 per cent identified as visible minority.
- Seven (7) per cent identified as Indigenous.
- People identifying as male represented over 56 per cent and women represented 32 per cent.
- 63 per cent declared residing in the Centretown or Vanier area, which coincides with the locations of the Respite Centres.
- 37 per cent are between the ages of 35-54 followed by 23 per cent between the ages of 55-64.
- 42 per cent predominately live-in subsidized housing, rooming houses or community shelters.
- Nine (9) per cent of clients indicated as living rough (sleeping outdoors).

Services:

- Top services accessed at Respite Centres are food, showers/bathroom, and a safe place to rest. Other notable services include finding employment, housing and harm reduction supports.
- Following the transition of meal services to agencies in the Fall of 2021, a decrease in number of other services accessed (interactions) was also noted, especially for those who came looking for a place to sit and stay warm and access to bathrooms, however the number of showers, clothing, and harm reduction remained steady.
- Food recovery items donated from community partners such as produce, light snacks and sandwiches continue to be provided at the Respite Centres when available and are well received.
- Partner agencies have advised that there is sufficient food and meal resources available for those in need in the community and that food barriers are often related to access, mobility, and transportation.
- Day programming like service agencies provide similar services and supports as the Respite Centres, although business hours vary.
- The City's Employment and Social Service's launched an Outreach Mobile Services Team (OMST) in early 2021. The Team works in the community, including in the Respite Centres, and in partnership with local organizations, to provide flexible and responsive services to meet the needs of individuals, families, and communities. Since its launch the team has provided 1,758 service interactions to individuals in need.
- Client, partner and staff feedback indicate that the OMST is effective; providing quick access to financial and employment assistance and responding to immediate client needs.
- There is a gap in available respite services during the weekend and / or evenings to better support access to basic services.
- Agencies expressed concern that access to showers will be an ongoing service gap once the temporary Respite Centres closes, requiring additional strategies as not all community agencies have showers.
- Each partner agency expressed the pandemic presented opportunities to break down silos within the community and that there is a need to maintain these improved connections / network amongst partners.

Pandemic – Infection Prevention and Control Measures

- Provincial public health guidelines when in place such as physical distancing and capacity restrictions limited the number of clients able to receive services offered on-site by Day Programs and other similar like agencies.
- Infection prevention and control guidelines limit the ability of clients to have physical space and sufficient periods of time to consume food, which continues to be a concern for partner agencies.

- Community partners expressed concern with having sufficient space and staffing resources to be able to respond to client needs should the public health restrictions (physical distancing and capacity limits) remain beyond March 2022.
- Agencies expressed concern with being able to maintain weekend and/or evening services once one-time SSRF funding has expired (post March 2022).

Respite services and City funded community services by locations

- Current City operated Respite Centres (Tom Brown and Bernard Grandmaître) are located near public transit and other public amenities and community services.
- Bernard Grandmaître Respite Centre is located in Vanier (Ward 12) and Tom Brown is located in Hintonburg area (Ward 15).
- Scan of the City's Social Development Funding of day programming like service agencies and/or food service agencies revealed the majority are located in the downtown core.
- Day programming like services while available are limited in the Vanier and Centretown area
- There is access to food banks in Vanier although there is limited access to take away meals.

Funding, Investments and Costs

- Out of the 24-community funded agencies examined that provide day programming like services and/or food services, six (6) received SSRF and are currently not in receipt of sustainable community funding from the City.
- Total SSRF issued to support day programming like service agencies including food service agencies from April 2020 to March 31, 2022 is \$5.4 million
- Total sustainability funding (without SSRF) of \$7 million for day programming and food service agencies in 2022.
- Total monthly cost including estimated revenue loss to operate a City Respite Centre is between \$95,000 (Bernard Grandmaître) and \$124,000 (Tom Brown)

As a result of the consultations, review, and analysis, it is evident that community agencies and residents have faced increased challenges due to the public health measures and they continue to face these challenges due to the ongoing impacts of COVID-19.

Over the course of the pandemic, the Tom Brown and Bernard Grandmaître temporary Respite Centres have been utilized by residents in need and continue to be accessed consistently. Respite Services has seen many successes, including, but not limited to the delivery of a variety of services through community partnerships, and the on-site access to these services such as housing and financial supports.

There are many community agencies providing services to the most-at-risk populations. While these important services need to be maintained in the community with the transition of the temporary respite services there is a clear need for additional day programming services in the Vainer/Lowertown area.

In consideration of the analysis of findings, HNCC completed an option analysis to support the recommendations. (Document 2). The recommendations which are further described in this report, aim to respond to the immediate needs by temporarily maintaining the City operated temporary Respite Centres and funding needs to support agencies beyond March 2022 in these areas. These short-term measures will support the transition planning of respite services as well as the longer-term recommendations to implement a service hub (s) and work in collaboration with community partners to address additional needs and sustain services for the long-term.

Community Shelter Providers and Physical Distancing Centres

Community Shelter Providers

There are currently four community shelter providers supporting single adults experiencing homelessness. The Salvation Army and the Ottawa Mission servicing adult men, the Shepherds of Good Hope servicing both adult men and women, and Cornerstone Housing for Women servicing adult women.

Over the past 21 months, the Community Shelter providers have adjusted their service delivery and staffing model and reduced their capacity levels to support physical distancing for their residents. The shelter providers had and continue to face challenges due to the constant state of change, the need to support public health measures, and limiting their capacity while a sustained demand for service continues.

Since the beginning of the pandemic, the HNCC, Housing Services and Community Shelter providers have consulted and worked collaboratively through ongoing meetings to address emerging needs, including capacity needs across the sector while managing outbreaks in their settings, to minimize impacts on staff and residents of the community shelter system. Through ongoing consultation, community shelter providers have expressed concern with:

- Ongoing challenges with appropriate physical distancing and other measures as recommended by public health, to mitigate future outbreaks.
- Ongoing overcrowding risk with limited capacity prior to the pandemic and post pandemic because of the ongoing demand for services.
- The future transition and closure of the temporary Physical Distancing Centres and the potential lack of capacity within their community shelter to support the ongoing need for services and individuals requiring more support.

Physical Distancing Centres

As an extension to the community shelter system, PDCs are faced with similar challenges as the Community Shelter providers with the ongoing need to adapt their

service provisions based on shifting provincial health requirements. The PDCs must work collaboratively with stakeholders in finding solutions to respond to outbreaks and to maintain adequate capacity to support the Community Shelter providers with capacity limits and overcrowding concerns.

Due to a sustained demand in service, efforts to prevent overcrowding and allow community shelter users to have adequate space to physically distance, the PDCs have been at near capacity since opening. This limited capacity combined with extreme cold weather conditions and outbreaks across the sector place the community shelter system at risk of not having adequate space to support any surge in requests for services. This has resulted in the opening of additional temporary space at the Tom Brown Arena on two occasions during the pandemic.

Single Adult Average Nightly Occupancy

In reviewing the data between November 2021 and March 2022 and in consultation with PDC staff and Community Shelter providers, the system over the past four months has experienced:

- An average of 783 individual overnight stays.
- Current overnight stays within the Physical Distancing Centres represent 25 per cent of the total community shelter beds / system.
- An overall steady and/or increase number of overnight stays.
 - Nicholas PDC, Cornerstone for Women, Shepherds of Good Hope (Transitional Emergency Shelter Program & men's shelter capacity) the Ottawa Mission, and the Temporary PDCs all have experienced an increase with nightly occupancy.
 - Dempsey PDC, and the Shepherds of Good Hope (women shelter capacity) remained consistent with overnight stays
- An increase in occupants with high acuity, and complex needs requiring additional supports such as harm reduction.

Recommendation #1-A

Provide the General Manager, Community and Social Services with the delegated authority to maintain the Human Needs Command Centre as well as the municipally operated Respite and Physical Distancing Centres, which includes day programming like services, to be funded as outlined in this report.

Respite Centres:

Continue to use existing City Recreational facilities to offset the ongoing demand for respite services due to the emergency and the latest surge in COVID-19 cases; and when feasible to transition from City operated respite services to a City of Ottawa services hub model (longer-term strategy) to offer a sustainable suite of person-centered municipal and key third-party services in a convenient and accessible location.

As the situation of the pandemic is evolving, public health measures are being lifted, and recreational activities are resuming in the community, the HNCC recognizes the community's desire to resume recreational activities within these facilities. HNCC is currently working with Recreation, Cultural Facility Services to explore potential options that would aim to support the community recreational needs as well as maintain respite services in these local areas for the short-term.

This mitigation plan builds additional time to work with Ottawa Public Health on the implications of the easing of public health guidelines such as physical distancing, and work with community partners and Departmental Service Areas to safely transition out of the department's emergency response.

In addition to continuing respite services in City facilities there is the ongoing need to continue financially supporting community agencies providing day programming like services that have been receiving provincial SSRF to respond to public health guidelines and manage the demand in services resulting from COVID-19 impacts. Agencies had to quickly pivot and provide additional staffing and extended services on weekends and evenings to support the emergency response. As the City responds to the evolving COVID-19 situation, with the increased demand in day program and similar like services, and the continued public health guidelines it is estimated that additional funding of \$1.9 million is required to extend and sustain the enhanced service while longer-term solutions are implemented.

Physical Distancing Centres:

That the City continue to operate the Dempsey Community Centre and Nicholas Hostel as Physical Distancing Centres. This is required to offset the ongoing demand for single adult sheltering space while monitoring and supporting public health guidelines and infection, prevention and control measures. This shorter-term solution will provide the opportunity for community stakeholders, shelter providers and the City's Housing Services to work collaboratively in exploring longer-term solutions.

See Document 1: Estimated Operating Costs: Physical Distancing, Respite Centres, Day Programming like Service Agency Funding, Recreational Culture Facilities Services Revenue losses

Recommendation #1-B

Direct staff to conduct a review of the single adult community shelter requirements and develop a longer-term plan.

Over the course of the upcoming months, the City's Housing Services team in consultation, and collaboration with community stakeholders will complete an analysis of the current state, identify gaps, explore a variety of strategies and complete an options analysis to support the transitioning out of Physical Distancing Centres and

respond to the need of those experiencing homelessness. The options analysis and proposed plan will include any financial implications.

Recommendation #1-C

Approve the creation of a service hub located at 370 Catherine Street within the Employment and Social Services office and report back on the day programming like services plans and needs for the Vanier and Centretown geographic areas by Q1, 2023.

A City of Ottawa Service Hub Model is being planned to address some of the service gaps that may be left once Respite Centres are decommissioned.

One hub would be located at 370 Catherine Street, in the building housing Employment and Social Services and the Employment Ontario offices. This location is preferred due to its size and proximity to the Centretown area and maximizes current rental and operating agreements and therefore has no financial implications for 2022.

This hub will facilitate the implementation of the [new Provincial Social Assistance service model](#), where the City will provide life stability supports, such as wrap-around crisis intervention, system navigation and case management services to any Ottawa resident in need. It will also support and promote Community and Social Service's Human Services Integration, allowing prototyping of integrated service delivery. Utilizing existing infrastructure, the service hub will offer a suite of person-centered municipal and co-located community partner services in one convenient location.

Additional hub locations will be explored based on geographic needs and gaps in day programming like services. Proposed locations would include, reviewing current City facilities in the Vanier area. Staff will work with Recreation, Cultural Facility Services to complete a facility search based on needs that include adequate space, washroom and accessibility requirements.

The implementation plan for a City of Ottawa service hub model includes ongoing consultations with Employment and Social Services, and stakeholders to support the hub opening targeted for Q3 2022 and to better align with the transition of city operated respite centres. This plan, due to the fluidity of the COVID-19 pandemic, and public health restrictions/guidelines can be adjusted to include an extension of respites centre services.

Community Day Programming Like Services Consultation

Alongside the implementation of a City of Ottawa service hub model, and building on the collaboration and partnerships realized through the Human Needs Task Force the department will work in collaboration with agencies offering day programming like services including the Respite Transition Working Group to identify opportunities to enhance, and maximize resources, regarding service delivery to better address identified gaps and meet the needs for the at-risk residents in the community

These long-term options (City of Ottawa service hub & Community Day Programming Like Services Consultation) can be implemented and align with strategies to support the transition of the current City operated respite services. From a financial perspective, without additional provincial funding this is the preferred option. This option supports the CSSD operating the service hub located at 370 Catherine Street with no initial budget impact and offer immediate, innovative, and sustainable service offerings to the community.

FINANCIAL IMPLICATIONS

As the public health guidelines for high-risk settings such as shelters and Respite Centres remain in effect, and as the service system further understands their service delivery in response to the expected ongoing impacts of the pandemic, temporary funding of \$13.6 million is required to sustain the HNCC, the current Respite Centres, PDCs, and funding to agencies providing day programming and related services beyond March 31, 2022. Should additional provincial Social Services Relief Funding not be provided, local agencies will not likely have sufficient funding to address the enhanced social needs.

The City has been advised by the Ministry of Municipal Affairs and Housing (MMHA) to expect additional SSRF funding to support municipalities beyond March 31, 2022, although details of any future SSRF allocation have not been provided. Should additional funding not be received staff will work with the Mayor to write to the MMHA requesting additional funding under the SSRF to maintain essential social services as outlined in this report.

If the \$13.6 million of required funding is not provided from the Province or other levels of government or is insufficient to meet the financial requirements for the period after March 31, 2022, then the City will look at alternative strategies including using Safe Restart Agreement Funds, Tax Stabilization Reserves, changes in service offerings, and other financial mitigation strategies.

LEGAL IMPLICATIONS

There are no legal impediments to the implementation of the report recommendations.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a city-wide report.

ADVISORY COMMITTEE(S) COMMENTS

No Advisory Committees were consulted in the development of this report.

CONSULTATION

The HNCC, in collaboration with community stakeholders, have created a Respite Centre Transition Working Group. This group aims to support and inform the City Strategic Resumption Plan, while highlighting any gaps and risks to help with the safe transition and decommission of the current Respite Centres. Engagement, and consultation findings to date have been further described in the Assumption and Analysis section noted above in this report.

ACCESSIBILITY IMPACTS

As part of Accessibility for Ontarians with Disability Act (AODA) requirements, Human Needs Command Centre staff are committed to increase awareness and understanding of the needs of people with disabilities. As such, the following actions were undertaken to ensure that Respite Services applied an Accessibility lens including:

Built Environment:

- Ramps set up at entrances and exists to assist mobility devices users.
- Ensured space is AODA friendly, removing barriers for clients and staff with accessibility needs by allowing comfortable use rather than waiting or having to ask for assistance.
- Ensuring accessible washrooms and showers are available.

Information & Communication:

- Handouts & flyers are accessible for the web and distributed through multiple methods, including online and through community outreach.

Customer Service:

- Provided support to residents with disabilities tailoring services to meet their needs
- Influenced the culture at Respite Centres to be inclusive, accepting, welcoming and supporting of diverse people

Employment:

- Provided training for Respite staff such as bias awareness and mandatory Equity and Inclusion (E&I) lens training for new staff.

ASSET MANAGEMENT IMPLICATIONS

There are temporary asset management implications of the recommendations in this report for the use of City facilities to operate as Respite Centres and not for its intended use of recreation in 2022.

CLIMATE IMPLICATIONS

There are no climate implications of the recommendations in this report.

ECONOMIC IMPLICATIONS

There are no economic implications of the recommendations in this report.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications of the recommendations in this report.

INDIGENOUS GENDER AND EQUITY IMPLICATIONS

The Gender and Race Equity, Inclusion, Indigenous Relations and Social Development Service (GREIIRSD) in CSSD is instrumental in supporting the progress of the City's work in the areas of women and gender equity, anti-racism, Indigenous reconciliation, diversity and inclusion. GREIIRSD ensured the following actions were embedded in the COVID emergency response efforts:

- Apply an intersectional and gender equity lens to respond to community needs through the Human Needs Task Force
- Develop resources and equity lenses for staff related to the pandemic response and recovery
- Collaborate with Ottawa Public Health to study demographics/equity of pandemic impacts
- Target funding to Indigenous and equity seeking groups in COVID response and recovery

Indigenous Policy Considerations

In addition to GEIIRDS contributions to the emergency response efforts, staff at Respite Centres ensured that the environment at these sites was inclusive to Indigenous residents. They accomplished this through the promotion and celebration of Indigenous culture and traditions informed by our consultation with Indigenous community partners such as Minwaashin Lodge, Wabano Centre for Aboriginal Health and Tungasuvvingat Inuit (TI).

In collaboration, staff explored ways to provide activities tailored to welcome Indigenous residents accessing Respite Services. Some of the actions undertaken by Respite staff include the following:

- Signage throughout the Centres that included messaging such as 'Everyone Welcome', and information on Indigenous reconciliation and awareness.
- Acknowledging and hosting activities that brought awareness to issues surrounding important events such as:
 - National Truth and Reconciliation Day
 - Orange Shirt Day

- Indigenous Learning Circles
- Education and additional trainings for all Respite staff, a few examples of the trainings included the History & Reconciliation of the Indigenous Experience.
- Collect data to track and monitor number of Indigenous residents accessing our services.

Gender and Equity Implications

In addition to providing an Indigenous lens at Respite Centres, staff ensured that Gender and Equity is reflected in services provided, including the following:

- Zero tolerance for cultural appropriation, transphobia or any form of discrimination or disrespect towards another's beliefs, race or sexual orientation.
- All staff wear name tags which includes their pronouns.
- French and native speaking staff LGBTQ+ friendly.
- Non-gendered washrooms and showers.
- Acknowledging and hosting activities that brought awareness to issues surrounding important events such as:
 - Transgender Day of Remembrance
 - International Overdose Awareness Day
 - Capital Pride Week
 - Mental Health Week
- Worked collaboratively and sought guidance from multiple community partner agencies that bring a Gender and Equity perspective to their services including:
 - Centretown & Somerset Community Health Centres
 - Ottawa Inner City Health
 - Canadian Mental Health Association Ottawa
- Education and additional trainings for all Respite staff as follows:
 - 2SLGBQQT+
 - Mental Health First Aid
 - Homelessness
 - Addiction and its Impacts
 - Harm Reduction
 - Mindfulness
- Stand-ups and debriefs at the start and end of each day. This allowed for a safe space for staff and community partners to openly discuss and bring awareness to their culture, identity, beliefs and/or an incident that may have occurred previously, where some forms of discrimination was observed. Through these informal discussions many learnings occurred and our 'language' shifted to become more cultural and gender sensitive.
- Collect data to track and monitor number of diverse residents accessing our services

RISK MANAGEMENT IMPLICATIONS

Assessing risks is an important aspect that may alter and impact the timelines, goal, and objectives of future day programming services.

These risks include:

1. Community partners inability to absorb potential increase in service requests even with short term solutions in place.
2. Insufficient vaccination rates and / or efficacy for high-risk client population, such as those experiencing homelessness.
3. Ongoing COVID-19 provincial health restrictions impacting capacity and services delivery by community agencies
4. Lack of sustained funding to maintain temporary respite service offerings and/or significant pressures within current operating budgets

RURAL IMPLICATIONS

There are no rural implications as there are no respite centres located in rural areas.

TECHNOLOGY IMPLICATIONS

There are no technology implications of the recommendations in this report.

TERM OF COUNCIL PRIORITIES

Community and Social Services remains committed to the strategic priority Thriving Communities. The work of the HNCC as outlined in this report strives to promote and address safety, social and physical well-being for residents most at risk both during the COVID-19 Pandemic and ongoing.

SUPPORTING DOCUMENTATION

Document 1: Physical Distancing, Respite Centres, Day Programming Like Service Agency funding, Recreational Culture Facilities Services Revenue losses

Document 2: Respite Service Options Detailed Analysis

DISPOSITION

HNCC to continue working with Employment and Social Services (ESS) to implement the service hub at 370 Catherine Street for implementation by Q3 2022. This hub location will improve the level of service needs identified for this geographic area.

Staff will continue to work with community partners and service providers to offer existing respite services to at-risk residents while implementing the service hub model for longer-term day programming services.

The Community and Social Services Department will continue to work with existing stakeholders to identify opportunities to enhance, re-align or initiate additional day programming to fill existing service gaps and respond to growing community needs

impacted by the pandemic.

Document 1:

Estimated Operating Costs: Physical Distancing, Respite Centres, Day Programming Like Service Agency funding, Recreational Culture Facilities Services Revenue losses

Item	Details	Monthly Cost	9 months Cost (Apr to Dec)
City operated Physical Distancing Centres	Dempsey Physical Distancing Centre for Women (58 capacity) Nicholas Physical Distancing Centre for Men (97 – 140 capacity)	\$960,000	\$8,640,000
City operated Respite Centres	Bernard Grandmaître Respite Centre Tom Brown Respite Centre	\$113,600	\$697,400
Estimated Recreational Culture and Facilities Services (RCFS) Revenue Loss	Bernard Grandmaître and Tom Brown Arena	\$105,208	\$652,636
Day programming like services	Funding allocated to enhance service delivery and options through community agencies	\$208,120	\$1,873,080
Human Needs Command Center	Administration cost to support deliver and oversight of response	\$200,000	\$1,800,000
Total		\$1,586,928	\$13,663,116

*Note

*9-month operation for Bernard Grandmaître Respite Centre with an estimated monthly cost of \$48,600 and 4-month operation for Tom Brown Respite Centre with an estimated monthly cost of \$65,000. Total estimated operating cost for the remainder of 2022 for Bernard Grandmaître Respite Centre and Tom Brown Respite Centre are \$437,400 and \$260,000, respectively.

** 9-month estimated revenue loss for Bernard Grandmaître Respite Centre is approximately \$46,360 per month and 4-month estimated revenue loss for Tom Brown Respite Centre is approximately \$58,849 per month. Total estimated revenue loss for the remainder of 2022 for Bernard Grandmaître Respite Centre and Tom Brown Respite Centre are \$417,240 and \$235,396 respectively.

Document 2:

Table 1: Respite Service Options Detailed Analysis Potential Respite Services Future Options - Financial and / or Non-Financial Benefits

To assess the cost of the options, retrofitting, loss of revenue has been estimated and included where applicable.

Item	Option #1	Option #2	Option #3	Option #4
Name	<p>Status Quo City of Ottawa continues to operate two Respite Centres & funding to community day programming agencies. Agencies delivering day programming like services</p>	<p>City of Ottawa Service Hub Model (370 Catherine) and potential need for additional space (city facility)</p>	<p>Request for Proposal Community Hub Model (day program): Capital and/or Operating Funding (tbd)</p>	<p>Social Development - Community Day Programming Like Services Consultation</p>
Scope Description	Continue to operate as is, extending current Respite Centres post March 31, 2022, or beyond	<p>Maximize current planned 370 Catherine St hub to provide coordinated / integrated life stabilization services targeting Ottawa residents living in the Centretown / Lowertown area</p> <p>Explore additional city facility space.</p>	Working with Housing Services, Social Development, Corporate Real Estate Office and Procurement to assess proposals to support new day programming initiatives. Goal would be to address service gaps identified in geographical areas (e.g. Vanier)	<ol style="list-style-type: none"> 1. Identify opportunities to streamline and coordinate existing service offerings 2. Determine need of any additional funding to support agencies
Service Offerings (new emerging needs, Hours of Operation,	<p>Mon – Friday 9:30 to 4:00 p.m. Washroom, showers, place to rest, beverages/ light refreshments, harm reduction, wrap around</p>	<p>Mon – Friday 8:30 to 4:30 p.m. Integrated municipal/ partner services (tbd), washrooms, access to equipment and other life stabilization services</p>	Similar to option #1 and include adjustments to hours of operation.	

Services, location etc.)	services (ESS outreach) and additional support services			
Site and Operational Requirements	<p>Sites currently responds to operational needs and requirements.</p> <p>Further assessment will be completed to ensure ongoing need for this type of large space, based on usage and suite of services</p>	<p>City facility to be located in Vanier Centretown / Lowertown area and would be smaller in size then our current City operated Respite Centres.</p>	<p>Similar to option #1</p>	<p>Dependent on the final services review and consultations results which will further inform service gaps and client needs.</p>
Benefits	<p>Continues to support day program agencies and client needs until public health restrictions such as indoor Physical Distancing measures are fully lifted or beyond</p>	<p>Service delivery approach around life stabilization and wrap around services (person centric case management) Aligns with the provincial direction (Social Assistance Modernization and Integration)</p> <p>Complements the current Social Services Infrastructure Maximizes resources & rental savings (370 Catherine St.) Supports the need for space should public health restriction remain in place</p>	<p>Increases long term neighbourhood specific service needs for clients residing in those areas.</p> <p>Services TBD and based on proposals. City can set service parameters in RFP process.</p>	<p>Maximize current service system, investments and resources</p> <p>Minimize duplications</p> <p>Supports the Community Safety & Well-Being Plan</p>

		Fills a gap in providing integrated financial and social services when City Respite Centres decommissioned		
Risks	<p>Community Impact: Two facilities not available for recreation/public use Revenue loss for the City Insufficient funding to maintain costs in the long term</p> <p>Postponement contributes to confusion and increased expectation for ongoing City service delivery that is not part of normal operations</p> <p>Continued need for ongoing funding to community partners to continue to offer extended hour of services post March 2022</p>	<p>Community impact: One to two City facilities not available for recreation / public use during the day.</p> <p>Potential lack of available space (e.g., Vanier)</p> <p>Additional cost associated with retrofits should showers be part of service offering Potential revenue loss for City Lack of sustainable operating funding</p>	<p>Not short-term</p> <p>Possible lack of applicants</p>	<p>Inability to meet service gaps and emerging needs without additional funding</p> <p>Inability for current day programming like services to address service gaps and needs</p>

Cost Estimates	<p>Operating Cost: TB: \$65K per month BG: \$48.6K per month Total combined per month: \$113.6K</p> <p>Day programing like services, community agency funding: \$208.1K per month</p> <p>Revenue loss TB: \$58.8K per month BG: \$46.4K per month Total combined per month: \$105.2K</p>	<p>City Facility (x1) operating costs see Document 1</p> <p>Revenue loss: TBD</p> <p>370 Catherine Street hub operating cost to be included within existing ESS budget expenditures.</p>	<p>Total estimated cost TBD for operating contractual agreements.</p> <p>Assumption that any capital expenditures are separate</p>	<p>Current sustainable investments for Day programing like services \$7,016,833 for 2022.</p>
Implementation Timelines	Immediate	Short-Term / Medium-Term	Long-term	Medium-Term
Departmental Lead	HNCC/Housing Services	HNCC/ESS/RCFS	Housing Services	GEIIRDS/Social Development and Funding/HNCC