




Hamilton

# INFORMATION REPORT

<b>TO:</b>	Mayor and Members General Issues Committee
<b>COMMITTEE DATE:</b>	August 12, 2024
<b>SUBJECT/REPORT NO:</b>	Analysis of Sanctioned Site Models (HSC24031) (City Wide)
<b>WARD(S) AFFECTED:</b>	City Wide
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<b>SIGNATURE:</b>	

## INFORMATION

On June 19, 2024, Council directed staff to report back to the General Issues Committee in August 2024, detailing the resources required to integrate services and supports for unsheltered individuals into sanctioned encampment sites, including:

- (i) A summary of the results of the previously completed jurisdictional scan and operating model analysis of sanctioned site options; and
- (ii) A cost comparison of current encampment protocol pending coupled with cost estimates for sanctioned site options.

In May 2023, Council directed staff to conduct a jurisdictional scan of sanctioned sites, including site criteria, potential sites, and potential operating models, and to identify resources required to integrate services and supports for individuals living unsheltered. This includes access to washrooms and showers and integration of peer and Indigenous supports into the City’s encampment response and report back to Council on these items.

Staff completed a jurisdictional scan of sanctioned encampments across North America and analysed their potential operating models. Staff developed criteria for sanctioned sites and identified feasible locations for a model with services and supports. These scenarios assumed the need for a minimum of six sites to accommodate 150 unsheltered individuals in Hamilton and a capacity of a maximum of 25 individuals per site, which relates to best practices for supporting higher acuity residents.

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The jurisdictional scan highlighted the importance of location for sanctioned sites' success. Shelters need to withstand climate changes and include appropriate infrastructure, such as bathrooms, an onsite kitchen, or an indoor gathering space. 24/7 staffing is necessary for security and support, including providing meals, supplies, harm reduction services, and mental health and addiction support as well as ongoing maintenance is essential to meet health and safety standards.

Staff ensured that the Housing Focused Street Outreach team would provide the necessary support while managing encampment sites that would be offered in a sanctioned encampment site. This includes, but is not limited to, offering water, snacks, harm reduction supplies, housing supports and referrals, financial supports and income referrals, physical health and mental health referrals, harm reduction referrals, pet-related supports, and access to washrooms and showers.

The Housing Focused Street Outreach team to assess individuals' needs. In 2023, 190 individuals living in encampments were assessed, with 53% (146 individuals) scoring in the high acuity range, indicating a need for intensive support, Appendix "A" to Report HSC24031 details further results of the 2023 data. Best practices for supportive housing recommend a staff-to-resident ratio of two staff members per fifteen residents. Best practices also suggest high success outcomes with the smaller sized housing programs. More sites and staff resources may be required to ensure adequate support, which create increased cost estimates associated with sanctioned encampment sites.

### **Jurisdictional Scan of Sanctioned Sites and Operating Models**

Jurisdictions across Canada have implemented sanctioned encampments including Victoria, Toronto, Waterloo Region, Fredericton, Halifax and Winnipeg. To increase the breadth of analysis, several jurisdictions in the United States were also included, such as Portland, Chicago, Tacoma, Denver and Oakland. Each of these sites was analysed to compare approaches to providing overnight accommodations, operating models, and outcomes where possible.

As part of a jurisdictional scan of sanctioned encampments in North America, operating models include:

- a) sanctioned self-governed low barrier models.
- b) sanctioned, fully managed low barrier models,
- c) sanctioned, fully managed medium-high barrier models, and,
- d) transitional models.

For means of comparison, each of the above approaches were compared to a supportive housing model, which was also reviewed for cost and effectiveness by staff.

Based on the jurisdictional review, staff reviewed potential operating models to be utilized within a sanctioned site associated with providing this service for roughly 270 individuals (current estimate) who are living unsheltered in encampments. If the sanctioned encampment model proposed a capacity of 50 residents per site, the City would require six sanctioned sites to ensure service was available to every individual presently living within an encampment.

Appendix “A” to Report (HSC24031) provides additional jurisdictional scan details, including further analysis of potential operating models and operational principles and recommendations associated with low barrier models within sanctioned encampment sites.

### **Cost Analysis**

#### Encampment Protocol Cost Analysis

In 2023:

- the implementation of the Encampment Protocol cost the City \$1.8M funded through from the tax levy and partially from Provincial Homelessness Prevention Program funding.

In 2024:

- the implementation of the Encampment Protocol is estimated to be \$2.1M, funded from the tax levy and Homelessness Prevention Program funding.

#### Operating Cost Analysis for a Sanctioned Site Model

Utilizing benchmarks from other jurisdictions operating similar low barrier models and costing estimates using our local context wherever possible, the operational costs associated with providing a sanctioned site, is as follows:

<b>Sanctioned Site</b>	<b>Estimated Annual Per Site Operating Costs by Resident Capacity</b>	
	<b>25 residents/site</b>	<b>50 residents/site</b>
Fully Supported Site: Provide 24/7 support staffing (operator), security, food, supplies, washrooms and sink rentals	\$2.8 M	\$5.6 M

Staff recommend considering implementing a fully managed low barrier sanctioned individual structure site that will provide residents with a greater level of autonomy, is accessible to couples and people with pets, employs more varied and intensive in-reach services, and has much greater focus on harm reduction, as is commonly required by people with complexed and co-occurring needs. Another notable difference is that a low barrier model would address a service gap within the community, which a medium or high barrier service is most likely to resemble service models already being offered at an overnight emergency shelter.

#### Capital Cost Analysis for a Sanctioned Site Model

As outlined Appendix “A” to report HSC24031, staff were able to secure cost estimates to provide structures within a sanctioned encampment. Depending on the chosen structure type, costs may vary as well as additional capital costs will vary depending on the site(s) chosen. Estimated one-time capital costs are as follows:

<b>Resources</b>	<b>25 Residents/site</b>	<b>50 residents/site</b>
Private sleep cabins	\$560 k/site	\$1.12 M/site
Main Building - bathrooms, showers, office, etc	\$575 k/site	\$1.15 M/site
Site Servicing – electricity, water, wifi, grading, sewers, etc	\$390 k/site	\$780 k/site
One-Time Capital Costs	\$1.5 M/site	\$3.0 M/site

#### Summary

With the provision of fully supported sanctioned encampment site(s), not all encamped residents will choose to live within the sanctioned sites. Creating a sanctioned encampment site will also require work between the City and an operator to create an attractive alternative environment for encamped residents, establish rules for the site that work with the resident needs while providing safety for the residents within and around the site, as well as establish housing protocols that favour residents who are currently encamped versus those wishing to move out of existing congregate living emergency shelters to this more independent community. Building of sanctioned encampment sites will still require maintenance and enforcement of the encampment protocol throughout the City.

#### **APPENDICES AND SCHEDULES ATTACHED**

Appendix “A” to Report HSC24031: Jurisdictional Scan and Operating Model Analysis of Sanctioned Sites