

REPORT FOR ACTION**Update on Temporary Structures to be Used for the Delivery of 24-Hour Respite Services**

Date: June 22, 2018

To: City Council

From: General Manager, Shelter, Support and Housing Administration
General Manager, Facilities Management
Chief Purchasing Officer

Wards: All

SUMMARY

The purpose of this report is to provide information to City Council on the details and status of the four (4) temporary structures to be used for delivery of 24-hour respite services. This report also advises the City Council, pursuant to Chapter 195 of the Toronto Municipal Code (Purchasing By-law), of the June 14, 2018 non-competitive agreement with BLT Construction Services Inc. to procure services for the design and construction of three (3) of the four temporary structures.

RECOMMENDATIONS

The General Manager, Shelter, Support and Housing Administration, the General Manager, Facilities Management, and the Chief Purchasing Officer recommend that:

1. City Council amend the Shelter, Support and Housing Administration's 2018 - 2027 Capital Budget and Plan by creating a new capital Project, "Temporary Structures for Respite Services" at a total project cost of \$10.2 million, with cash flow funding in 2018, fully funded through a permanent reallocation from the existing capital project, "New Emergency Shelters" (CHS 044) to fund the design and construction of four (4) temporary structures to accommodate approximately 400 people receiving services at the City's Respite Services.

FINANCIAL IMPACT

The total estimated contract value for the design and construction of the three (3) temporary structures is \$7,629,776 net of HST recoveries. Procurement of an additional fourth structure is also planned.

Shelter, Support and Housing Administration's 2018 - 2027 Capital Budget and Plan includes funding for the acquisition of 11 shelter sites over a 3-year period commencing in 2018 at a total project cost of \$178.560 million. Of the 11 sites, three (3) sites (2 purchases and 1 lease) are planned for 2018, with total approved cash flows of \$43.880 million at an estimated cost of \$18.160 million for each purchased site and \$7.560 million for the leased site.

This report seeks Council approval to permanently reallocate \$10.2 million in approved funding for "New Emergency Shelters" (CHS 044) to support the design and construction of the four (4) temporary structures required to accommodate approximately 400 people upon the return of the PFR arenas currently being used to house SSHA's respite clients.

The Interim Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

On June 13, 2018, the Community Development and Recreation Committee adopted CD29.08 "2019 Shelter Infrastructure Plan and System Update Report," including the 2018/19 Winter Plan. CDRC requested that the General Manager, Shelter, Support and Housing Administration, in consultation with the Director, Real Estate Services, and CreateTO staff, report to City Council on the details and status of the semi-permanent structures to be used for delivery of 24-hour respite services.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.CD29.8>

On February 12, 2018, City Council adopted EX31.2 "2018 Capital and Operating Budgets" and provided funding to extend the operations of up to 700 respite site spaces from April 15, 2018 to the end of the year. They also allocated capital and operating funds for the expansion of the permanent shelter system by 1,000 net new beds over three years.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX31.2>

At its meeting of January 31, February 1, and February 2, 2018, City Council adopted CD25.5 "Review of Current Winter Respite and Shelter Services during the Recent Cold Weather," reaffirming the 90% shelter occupancy target and requesting the General Manager of SSHA retain operations of all necessary winter respite services beyond their scheduled closing on April 15, 2018.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.CD25.5>

At its meeting on December 5, 2017, City Council adopted CD24.7 "2018 Shelter Infrastructure Plan and Progress Report" and directed the Director, Real Estate Services and the Transition Lead of the Toronto Realty Agency to work with the General Manager, Shelter Support and Housing Administration, supported by the full cooperation of all Division Heads and Agency Heads, in an immediate review of available buildings, including city/agency-owned sites, to open additional low-barrier winter respite sites as soon as possible, and among these sites, to include dedicated women-only spaces. In adopting CD24.7, City Council further authorized the General Manager, Shelter Support and Housing Administration, on an urgent basis and as required, to amend existing contracts and/or enter into new purchase orders and operator agreements, to implement this directive.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.CD24.7>

At its meeting of November 8 and 9, 2016, City Council adopted CD15.7 "2016-17 Winter Readiness and Update on Shelter Occupancy," and delegated authority to the General Manager, Shelter, Support and Housing Administration, for current and future year winter planning to add beds to the emergency shelter system for temporary winter services; approve new locations for emergency shelters for the provision of temporary winter services; and enter into new or amend existing agreements with service providers to provide funding for temporary winter services.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.CD15.7>

COMMENTS

The City of Toronto is facing unprecedented demand for shelter and low-barrier 24-hour respite services. Over the course of the last year, demand grew by 50%. In February 2018, City Council directed the Shelter, Support and Housing Administration (SSHA) to add 1,000 new permanent shelter beds to the system and to maintain adequate 24-hour respite spaces to meet the need. It also directed SSHA to develop standards for 24-hour respite site facilities.

The challenges have been threefold:

- **Location.** Finding available locations that are suitable for use as 24-hour respite sites based on program needs, infrastructure conditions and zoning bylaw requirements.
- **Quality.** Finding suitable properties that meet AODA accessibility requirements and offer an adequate number of washrooms, showers, and other amenities, that have well-functioning HVAC systems, and that are located close to public transit and other services. A related challenge is the time and cost involved in completing renovations to meet these standards.
- **Access.** Maintaining access to suitable properties. Several of the 24-hour respite sites that were in use over the course of the last seven months were available only

on a time-limited basis (e.g. the Better Living Centre, the Regent Park Community Centre, the Lambton and Don Mills Civitan arenas, etc.).

The City of Toronto's 24-hour respite sites currently offer 545 spaces at eight locations. Two sites with 240 spaces are located in arenas that must close by the end of the summer in order to prepare for their fall programming. We are also preparing for the upcoming winter and are committed to providing a minimum of 600 respite spaces.

Temporary structures were identified as an innovative solution to the quality and access challenges. The structures have been designed to meet accessibility requirements and to meet the functional needs of Toronto's 24-hour respite sites. They can be built much faster than conventionally-constructed buildings. The building system is durable and can be dismantled and moved and installed on an alternate site if required. As a result, these structures can add resiliency not only to Toronto's shelter system, but also to its emergency response capacity more generally. Similar structures are currently used by the City as part of the Toronto Transit Commission (TTC) and St. Lawrence Market North infrastructure, and these have performed well for their intended purposes.

The 2018/19 Winter Plan will maintain 600 spaces, 400 of which will be offered at four temporary structures. Facilities Management (FM) has contracted with BLT Construction to install three patented Sprung Structures. A contract for the fourth structure will be entered into pending the finalization of locations. Sprung Structures have been used in communities across Canada, the United States and the world for a range of purposes, including temporary housing, emergency shelters, churches, arctic stations, aquatic centres, gyms, classrooms, warehouses, casinos and fire stations.

Site Searches

SSHA has been working with its interdivisional partners in Real Estate Services (RES), Facilities Management (FM), City Planning, and Toronto Building to assess available City-owned lots. Bylaw requirements and site assessment criteria are in Appendix 1.

Between March 19 and June 20, the interdivisional team assessed 35 properties. Of these, one has been conditionally secured. A further 10 are still under consideration. Of the remaining 24:

- 10 did not meet bylaw requirements:
 - 2 due to zoning;
 - 6 due to the condition that the respite site be located on or within 80 metres of a major street; and
 - 2 due to the condition that the respite site be located more than 250 metres from another shelter or crisis care facility.
- 9 did not meet functional site criteria requirements (e.g. site was too small; site was an unusual shape; site too steeply graded; etc.).
- 5 were excluded for other reasons that made the site unviable for respite.

Procurement

24-hour respite sites operating in city owned arenas must close by the end of summer to accommodate programming. Additional 24-hour respite sites must be operational by early Fall to meet required service levels heading into winter. Due to this time constraint

there was insufficient time to obtain required design and construction services through a competitive procurement process. On June 14, 2018, the City of Toronto entered into a non-competitive agreement with BLT Construction for the installation of three (3) high-performance membrane structures that are manufactured by Sprung Structures and that each have the capacity to accommodate up to 100 people. The agreement was established in accordance with the terms of a strategic alignment agreement between Sprung Structures and BLT Construction, which designates the latter as the exclusive constructor or installer of the patented building system. Facilities Management (FM) will enter into a contract for the fourth structure in the coming weeks, once a site has been confirmed.

The non-competitive agreement was implemented pursuant to Chapter 195 of the Toronto Municipal Code, Section 195-7.4B "Non-competitive or limited solicitation contract authority – emergency," which allows a division head to enter into a contract in relation to a non-competitive procurement of goods or services required in an emergency where the potential value of the non-competitive contract exceeds \$500,000 or their delegated spending authority.

It is necessary to procure these services under emergency provisions due to an urgent need to establish replacement respite infrastructure in light of the requirement that SSHA vacate the Better Living Centre and 348 Davenport Road in May 2018; and Lambton Arena and Don Mills Arena by the end of the summer 2018. FM will continue to work with SSHA and Purchasing and Materials Management (PMMD) to procure additional respite infrastructure as required.

Funding was available within the approved 2018 Shelter, Support and Housing Administration (SSHA) Capital Budget. Facilities Management (FM) staff assessed the pricing provided by BLT Construction in relation to previous procurement of similar structures and deemed it to be fair and reasonable. The estimated project cost to construct a temporary respite site at a single location was identified to be in the order of \$2.2 million, resulting in an estimated total cost of \$7,497,814 net of all taxes for all three sites (\$7,629,776 net of HST recoveries), inclusive of contingency allowances. In 2013, the City constructed a similar structure to serve as a temporary space for the St. Lawrence Market North at a cost of approximately \$2.1 million. Accordingly, the estimated cost to construct each respite centre is in keeping with the actual cost that was paid to construct the St. Lawrence Market North facility.

The Fair Wage Office has reported that the recommended firm has indicated that it has reviewed and understands the Fair Wage Policy and Labour Trades requirements and has agreed to comply fully.

Design and Amenities

The structures are insulated, all-weather buildings constructed with a high-performance tensioned fabric and fibreglass on an aluminum frame.

FM, SSHA, and BLT Construction have established a standardized building footprint and floor plan for a 100-bed respite site. The standardized plans are being used to expedite the development of building permit plans for specific sites selected by SSHA. Input into the design was provided by directly operated and purchase-of-service (DOS

and POS) 24-hour respite site providers. Engagement with 24-hour respite site clients is currently underway as part of the development of permanent standards for 24-hour respite sites. This input will also be used to guide the organization of the modular elements of the 24-hour respite sites.

The temporary respite centres are self-supported free standing buildings. The floor space is clear and unobstructed, with no interior supports or columns. The interior space for each temporary respite centre will be constructed with the following services and amenities:

- Full connections to municipal services for water, sewers, electrical service, and gas service
- Full heating, ventilation, and air conditioning
- Telephone and City of Toronto IT network connection
- Full plumbing (i.e. no chemical toilets), including 7 showers (3 women's, 3 men's, 1 gender neutral/accessible); 14 toilets for clients (6 women's, 4 men's toilets and 2 urinals, 2 gender-neutral / accessible) and 2 staff washrooms
- Laundry facilities for clients
- Intake and security kiosk on main floor
- Dining and common area with TVs
- Sleeping areas with 100 cots spaced to ensure a minimum of 3.5m² (37.7 ft.²) of personal space per client
- Food service and food pantry (meals will be prepared offsite and brought in by a contracted catering company)
- Sky lights for natural light
- Secured staff area on main floor with mezzanine administrative offices
- Storage rooms
- Utility and mechanical/electrical room

For images of the design for Toronto's 24-hour respite sites and photos of temporary structures that are currently in use in Toronto and elsewhere, please see:

<https://www.toronto.ca/wp-content/uploads/2018/06/9677-Examples-Sprung-structures.pdf>. For further details on Sprung Structures, BLT Construction, and Toronto's 24-hour respite sites, please see: <https://www.toronto.ca/home/media-room/backgrounders-other-resources/temporary-respite-structures-for-24-hour-services/>.

Conclusion

Using temporary structures to meet the immediate needs of people experiencing homelessness is an innovative approach that will allow the City of Toronto to enhance its programming and improve conditions at 24-hour respite sites. It is a cost-effective way to ensure that accessibility features can be incorporated into temporary programs.

These structures will add much-needed capacity to Toronto's shelter and respite system, complementing the permanent shelters, motel/hotel programs, and existing respite services hosted by community partners. As the new permanent shelter beds come online and occupancy pressures are alleviated, the temporary structures may be repurposed to meet different types of needs in the community.

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ATTACHMENT

Attachment 1: Site Assessment Criteria: Temporary Structures for 24-Hour Respite Sites