

Report to Community and Protective Services Committee

To: Chair and Members, Community and Protective Services Committee
From: Kevin Dickins, Deputy City Manager, Social and Health Development
Subject: Provision of Outdoor Basic Needs
Date: March 17, 2025

Recommendation

That, on the recommendation of the Deputy City Manager, Social and Health Development, that the following Actions **BE TAKEN** with respect to the Provision of Outdoor Basic Human Needs report:

- a) That the Civic Administration **BE Directed** to operationalize the components of the Provision of Outdoor Basic Needs Report dated March 17, 2025,
 - i. the Civic Administration **BE AUTHORIZED** to undertake all administrative acts which are necessary in relation to this project; and
- b) That, Civic Administration **BE DIRECTED** to allocate up to \$37,033 (excluding HST) for the provision of Portable Washrooms (May 2025-March 31, 2026);
- c) That, Civic Administration **BE DIRECTED** to allocate up to \$ 14,953 (excluding HST) for the provision of Water (May 2025- March 31, 2026);
- d) That, a single source procurement **BE APPROVED** at a total estimated cost of up to \$653,200 (excluding HST) for the period of May 1, 2025, to March 31, 2026, for Ark Aid Street Mission Inc. (SS-2025-069), for the provision of Meals, utilizing Housing Stability Services funding as per the Corporation of the City of London's Procurement of Goods and Services Policy, Section 14.4 d) and e); and
 - i. the Civic Administration **BE AUTHORIZED** to undertake all administrative acts which are necessary in relation to this project; and
 - ii. the approval given herein **BE CONDITIONAL** upon the Corporation of the City of London entering into new and/or amending existing Purchase of Service Agreements with agencies identified through the City's Procurement of Goods and Services Policy to deliver the approved services.
- e) That, a single source procurement **BE APPROVED** at a total estimated cost of up to \$341,049 (excluding HST) for the period of May 1, 2025, to March 31, 2026, for 519Pursuit Umbrella Relief Programs Inc. (SS-2025-070), for the provision of outreach supports for outdoor basic needs, utilizing Housing Stability Services funding as per the Corporation of the City of London's Procurement of Goods and Services Policy, Section 14.4 d) and e); and
 - i. the Civic Administration **BE AUTHORIZED** to undertake all administrative acts which are necessary in relation to this project; and
 - ii. the approval given herein **BE CONDITIONAL** upon the Corporation of the City of London entering into new and/or amending existing Purchase of Service Agreements with agencies identified through the City's Procurement of Goods and Services Policy to deliver the approved services.

- f) To **APPROVE** an amendment to the existing Municipal Purchase of Service agreement with London Cares Homeless Response Services (SS-2025-071) to a total estimated increase of up to \$203,707 (excluding HST) for the period of April 1, 2025, to March 31, 2026, for the provision of outreach supports for outdoor basic needs, utilizing Housing Stability Services funding as per the Corporation of the City of London's Procurement of Goods and Services Policy, Section 14.4 d) and e); and
- i. the Civic Administration **BE AUTHORIZED** to undertake all administrative acts which are necessary in relation to this project; and
 - ii. the approval given herein **BE CONDITIONAL** upon the Corporation of the City of London entering into new and/or amending existing Purchase of Service Agreements with agencies identified through the City's Procurement of Goods and Services Policy to deliver the approved services.

Executive Summary

At its meeting on November 26, 2024, Council resolved:

That the following actions be taken with respect to Service Depot Locations:

- a) *the Service Depot Location Update Report dated November 19, 2024 BE RECEIVED and no further action be taken;*
- b) *the Civic Administration BE DIRECTED to report back to Community and Protective Services Committee with respect to operationalizing mobile transactional outreach services and act responsively as encampments move around the city; and*
- c) *the Civic Administration BE DIRECTED to continue with transactional service delivery in existing service depot locations until February 28, 2025. (4.7/17/SPPC) (2024-S14)*

At its meeting on February 11, 2025, in relation to the staff report entitled 'Unsheltered Homelessness Encampment Initiative and Incremental Reaching Home Funding Allocations', Council resolved that:

- g) *the use of Housing Stability Services budget for a total amount of up to \$1,400,000 BE REFERRED to a future meeting of Community and Protective Services Committee for Civic Administration to provide an operational plan on how to provide basic human needs using the UHEI and Reaching Home incremental funding from January 1, 2025 through March 31, 2026 and that Civic Administration BE DIRECTED to continue to provide existing basic human needs provisions with this funding until April 30, 2025.*

This report outlines a proposed approach and operational plan for the delivery of outdoor basic needs (food, water, portable washrooms) and additional outreach to unsheltered individuals for the period of May 1, 2025, to March 31, 2026.

Linkage to the Corporate Strategic Plan

This report aligns with the strategic areas of focus in the 2023-2027 [City of London Strategic Plan](#). The City of London Strategic Plan (2023-2027) identifies housing and homelessness as a key area of focus, and housing and homelessness work is identified throughout the Strategic Plan, impacting all areas of life for Londoners.

Housing and Homelessness

- Increased access to a range of quality, affordable, and supportive housing options that meet the unique needs of Londoners.
- Decreased number of Londoners at risk of or experiencing homelessness
- Improved safety in London's shelters system

Wellbeing and Safety

- Londoners have safe access to public spaces, services, and supports that increase wellbeing and quality of life
- Housing in London is affordable and attainable

Links to Community Recovery

The City of London is committed to working in partnership with the community to identify solutions that will drive a strong, deep, and inclusive community recovery for London as we move out of and beyond the global COVID-19 pandemic. This report, and the items within, are linked to supporting Londoners experiencing homelessness to attain and retain permanent housing. This work supports recovery efforts through a coordinated response that will support the transition of individuals and families experiencing or at risk of experiencing homelessness who have a variety of support needs into permanent housing.

Analysis

● **1.0 Previous Reports Related to this Matter**

- Whole of Community System Response – Q4 2024 Quarterly Report (January 27, 2025)
- Unsheltered Homelessness Encampment Initiative and Incremental Reaching Home Funding Allocations (CPSC: January 27, 2025)
- Whole of Community System Response – Q3 Quarterly Report (November 19, 2024)
- Whole of Community System Response – Community Encampment Plan: Implementation Recommendations 2025 and Basic Needs Update (October 29, 2024)
- Whole of Community System Response – Q2 Quarterly Report (July 18, 2024)
- London's Health & Homelessness Whole of Community System Response - Proposed Community Encampment Response Plan (June 18, 2024)
- Whole of Community System Response – Quarterly Report (April 16, 2024)
- London's Health & Homelessness Whole of Community System Response Proposed Highly Supportive Housing Plan (SPPC, March 26, 2024)
- Evaluation Framework – Health & Homelessness Whole of Community System Response (SPPC, March 26, 2024)
- December Progress Update – Health & Homelessness Whole of Community System Response (SPPC, December 12, 2023)
- November Progress Update – Health & Homelessness Whole of Community System Response (SPPC, November 21, 2023)
- October Progress Update – Health & Homelessness Whole of Community System Response (SPPC, October 31, 2023)
- September Progress Update – Health & Homelessness Whole of Community System Response (SPPC, September 25, 2023)
- August Progress Update – Health & Homelessness Whole of Community System Response (SPPC, August 16, 2023)
- July Progress Update – Health & Homelessness Whole of Community System Response (SPPC; July 24, 2023)
- June Progress Update – Health & Homelessness Whole of Community System Response (SPPC; June 20, 2023)
- May Progress Update – Health & Homelessness Whole of Community System Response (SPPC; May 09, 2023)
- Update – Whole of Community System Response Implementation (SPPC: April 18, 2023)
- Health and Homelessness Summits – Proposed Whole of Community System Response (SPPC: February 28, 2023)

2.0 Background Information

2.1 Community Encampment Response Plan

In April 2023, the City of London's approved Whole of Community System Response moved forward, with the Encampment Table being one of the first tables to start due to the acute human needs within encampments. Conditions in encampments were described as deplorable, with those living there experiencing lack of basic human needs such as food, water and hygiene. There were reports of frequent unsafe situations at encampments, with inadequate support for intervention during those crises. Outreach teams and bylaw enforcement reported challenges due to limited staff, lack of infrastructure and unclear protocols for managing encampments. Through the work of the Encampment Table between spring 2023 and early spring 2025, health and safety protocols were enacted, basic needs were brought to individuals sleeping rough through service depots, and there has been improved collaboration and communication between outreach, Civic Administration and other sector partners.

In fall 2023, data was gathered from the first 60 days of the service depots. In the first 60 days, 1,059 unique individuals were served. Without the depots, participants reported they would be lonelier, experience more hunger and thirst, not have access to washrooms, and would be more likely to engage in criminal behaviour to meet their basic needs.

With this information in hand, the Encampment Table prepared the next phase of their work which was a more strategic focus on a longer-term response for London and its partners to respond to encampments and move individuals indoors.

On June 18, 2024, the Community Encampment Response plan was endorsed at the Strategic Priorities and Policy Committee (SPPC) and then at the June 25 Council meeting. The document underwent multiple community engagements, as well as consultation with local businesses and those with lived and living experience. Council amended the plan to increase the distances of encampments from more sensitive uses.

2.2 Community Encampment Plan: Implementation Recommendations 2025

On October 29, 2024, the Encampment Strategy Table brought to SPPC the implementation recommendations for levels of service and the corresponding resources required to effectively and efficiently implement the Council-approved Community Encampment Response plan.

The implementation recommendations addressed each of the functions of the Encampment plan with specific objectives and outcomes. The recommendations regarding the implementation of the approved Encampment strategy were not endorsed by Council.

Civic Administration was directed to return to SPPC on November 19, 2024, with depot locations based on functionality and Council-approved distances. At the November 26, 2024 Council meeting, Council directed that no action be taken on the recommendations for depot locations. Civic Administration was directed to "report back to Community and Protective Services Committee with respect to operationalizing mobile transactional outreach services and act responsively as encampments move around the city." Additionally, Civic Administration was directed to "continue with transactional service delivery in existing service depot locations until February 28, 2025."

At the February 11, 2025, Council meeting, the use of the Housing Stability Services budget for a total of \$1,400,000 was referred to a future meeting of the Community and Protective Services Committee (CPSC) for Civic Administration to provide an operational plan on how to provide basic human needs using the Unsheltered Homelessness Encampment Initiative (UHEI) and Reaching Home incremental funding from January 1, 2025 through March 31, 2026. Civic Administration was also directed to "continue to provide existing basic human needs provisions with this funding until April 30, 2025."

2.3 Federal Unsheltered Homelessness Encampment Initiative (UHEI)

The City recently entered into a “Contribution Agreement for Unsheltered Homelessness and Encampments Initiative” with the Federal Government. As part of that agreement, the City is required to have a Community Encampment Response Plan (CERP) that works towards addressing unsheltered homelessness and includes the plan to receive the UHEI federal funding and supports communities moving forward in addressing unsheltered homelessness in a coordinated and outcomes-driven manner.

At its meeting on February 11, 2025, in relation to the staff report entitled ‘Unsheltered Homelessness Encampment Initiative and Incremental Reaching Home Funding Allocations’, Council resolved that:

‘the use of Housing Stability Services budget for a total amount of up to \$1,400,000 BE REFERRED to a future meeting of Community and Protective Services Committee for Civic Administration to provide an operational plan on how to provide basic human needs using the UHEI and Reaching Home incremental funding from January 1, 2025 through March 31, 2026 and that Civic Administration BE DIRECTED to continue to provide existing basic human needs provisions with this funding until April 30, 2025.’

2.4 Emergency Treatment Fund (ETF)

In November 2024 Civic Administration, as supported by community, submitted several projects to the Health Canada call for proposals to access the Substance Use and Addictions Program - Emergency Treatment Fund.

This fund for the 2025 to 2026 fiscal year through Health Canada will continue to rapidly respond to the high demand for urgent funding needs that municipalities and Indigenous communities have already identified. The ETF provides urgent, targeted funding to municipalities and Indigenous communities to support rapid responses to the overdose crisis. Funding will address urgent and immediate needs, as defined by the communities, to bolster local capacity and provide access to culturally appropriate, trauma-informed and evidence-based programs and services.

An update on the ETF is provided in the report under separate cover at the March 17, 2025, CPSC meeting, entitled ‘Emergency Treatment Fund (ETF) Approval of Federal Contribution Agreement.’

3.0 Provision of Outdoor Basic Human Needs

3.1 Current State

Currently, two locations are funded in the supply of basic human needs – Watson and Evergreen parks. This includes outreach workers, their transportation, the food and water that is brought to the designated areas. These locations are attended to seven days a week between 12:00 p.m. and 2:00 p.m. They are now funded for operation until April 30, 2025, as directed by Council on February 11, 2025.

3.2 Proposed Approach to the Provision of Outdoor Basic Needs

Beginning May 1, 2025, the service depot model will evolve to the provision of outdoor basic needs distributed strategically throughout community, meeting people where they are at and with the support of community partners.

The following proposed approach is being recommended to be used to support unsheltered individuals, including those living in encampments. As directed, this operational plan shifts from a static location model to a flexible service provision model. For the purposes of this report, outdoor basic needs are defined as food, water, portable washrooms, and additional outreach to unsheltered individuals for the period of May 1, 2025, to March 31, 2026.

Food and Water

The distribution of food and water will continue, with a focus on increasing system capacity and reaching individuals where they are. This includes expanding outreach teams within existing partner organizations.

- Individuals will be encouraged to access established food and meal programs operated by charitable organizations and funded agencies.
- Outreach teams will communicate meal delivery locations and time windows in real-time to improve accessibility.
- Meal distribution locations will be determined based on data from the Customer Relationship Management (CRM) system, allowing Coordinated Informed Response (CIR) and outreach teams to adjust services as encampments shift.
- Outreach teams will be responsible for actively maintaining and updating CRM data to ensure accurate service coordination.

Meal Distribution Details:

- Up to 160 meal kits will be distributed daily, seven days a week by outreach teams.
- Meal kit quantities will be actively adjusted based on demand and the number of individuals accessing services.
- As services move across the city, it is expected that some housed individuals may also access meal distribution. As housed individuals present, there will be conversations with them to divert them to meal programs/calendars, etc. This potential impact on service demand will be monitored.
- The weekly encampment debrief table will serve as the central coordination point for updates and adjustments.
- Through in-kind contribution, the Food Bank will continue to provide 100 meals (lunches). These 100 meals are prepared by RBC Place and Youth Opportunities Unlimited. The meals are offered five days a week. While City does not fund these meals, City funds are used to support outreach activities which include meal delivery.

Outreach Support

Outreach staff will play a critical role in meal distribution and service coordination, including:

- Leading the pick-up and distribution of meal kits and in-kind lunches.
- Collaborating with CIR to identify and adjust food distribution quantities and locations.
- Communicating any service changes through the CRM system.

With the move away from service depots, outreach capacity will be expanded to have additional teams to provide outreach supports, including the delivery of food and water to unsheltered individuals. There will be a total of 10-11 full-time equivalents to support the seven days per week service.

Following Council's approval of the approach outlined in this report, Civic Administration will work with the following existing community partners, Ark Aid Street Mission Inc., 519 Pursuit Umbrella Relief Programs Inc., London Cares Homeless Response Services, to augment outreach capacity to support the provision of outdoor basic needs.

Washroom Access

City-owned outdoor washrooms located in parks will reopen in the later part of May, 2025. These washrooms have set hours based on providing service for daytime and early-evening use between May and end of October annually.

Portable Washroom Provision:

- Portable washrooms will be strategically placed throughout the city to ensure 24/7 access.
- Installations will be on municipally owned and managed properties, with locations determined in consultation with Civic Administration, including Social and Health Development (SHD) and other relevant service areas.
- Placement will consider accessibility, usage patterns, and existing portable washrooms near sports facilities to avoid duplication.

Seasonal Adjustments:

- During the warmer months, the number of portable washrooms is expected to be reduced to four as seasonal City-owned outdoor washrooms become available.
- During winter months (November 1, 2025 – March 31, 2026), 10-12 portable washrooms will be deployed to offset seasonal closures.

Locations:

- Portable washroom locations will include those parks where the Parks and Forestry department already places portable washrooms (for example, Dillabough Park, Greenway Sports Field, Pottersburg Park, etc.) and new locations with consideration to proximity and accessibility (for example, McCormick Park, Mitchell A. Baron Park, Stronach Park, etc.). These locations will be subject to change or removal based on usage, environmental considerations, and any applicable factors that may require a modification to the provision of this amenity in any specific location.

Maintenance and Servicing:

- Portable washrooms will be cleaned and serviced three times per week.
- Cost projections include snow removal services during winter months to ensure accessibility.
- CIR will monitor washrooms for issues and work with the Parks and Forestry department to relocate if necessary.

5.0 Procurements and Financial Impact

As the full costs of the proposed operational plan for the provision of outdoor basic needs are covered by ETF and UHEI allocations, there is no long-term municipal net budgetary impact.

A breakdown of the costs associated with the proposed operational plan are noted in the table below. The estimated costs are for the period of May 1, 2025, to March 31, 2026, and the eligible funding sources are noted.

Item	Estimated Costs (May, 2025 – March 31, 2026)	Description
Food	\$653,200 +HST	- Up to 160 meal kits (breakfast, lunch, dinner), distributed daily, seven days per week by outreach teams. - Meal kit quantities to be adjusted as needed based on demand and the number of individuals accessing services.
Water	\$14,953 +HST	4 skids per month
Portable Washrooms	\$37,033 +HST (up to)	4 portable units (May 1 – October 31, 2025) 10 portable units (November 1 – March 31, 2026)

Outreach	\$544,756 +HST	- Outreach staffing responsible for scheduling, identifying locations, communicating with CIR, on-the-ground delivery of meals and water, communicating with coordinator and CIR, and engaging with individuals on their basic needs.
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Total Costs Summary

The table below outlines the total estimated costs and eligible funding sources.

Category	Amount
Total Maximum Estimated Costs	\$1,249, 942.00

As the full costs of the proposed operational plan for the provision of outdoor basic needs are covered by ETF and UHEI allocations, there is no long-term municipal net budgetary impact.

Procurement Process

Civic Administration (Procurement and Supply) is recommending that the single source procurements with Ark Aid Street Mission Inc., and 519Pursuit Umbrella Relief Programs Inc. be made under section 14.4 (d) and 14.4 (e) of the Corporation of the City of London’s Procurement of Goods and Services Policy. A Single Source means that there is more than one source of supply in the open market but only one source is recommended due to predetermined and approved specifications noting;

- d. There is a need for compatibility with goods and/or services previously acquired or the required goods and/or services will be additional to similar goods and/or services being supplied under an existing contract (i.e., contract renewal);
- e. The required goods and/or services are to be supplied by a particular supplier(s) having special knowledge, skills, expertise or experience;

Civic Administration (Purchasing and Supply) is recommending a Contract Amendment with London Cares Homeless Response Services in accordance with Section 20.3 of the City of London’s Procurement of Goods and Services Policy, which states that Committee and City Council must approve the following awards: Contract Amendments exceeding \$50,000 or 3% of original contract value, whichever is greater.

6.0 Conclusion

The proposed operational plan for the provision of outdoor basic needs sees a shift from a static service depot model to a flexible, outreach-based approach. By leveraging community partnerships and utilizing data-driven service coordination, this model aims to enhance accessibility, responsiveness, and overall effectiveness in meeting the needs of unsheltered individuals.

Recommended by: Kevin Dickins, Deputy City Manager Social Health Development

Cc:
Sandra Datars Bere, City Manager
Scott Mathers, Deputy City Manager, Planning & Economic Development
Kelly Scherr, Deputy City Manager, Environment, and Infrastructure
Anna Lisa Barbon, Deputy City Manager, Finance Supports
Tara Pollitt, Deputy City Manager, Legal Services
Cheryl Smith, Deputy City Manager, Neighbourhood and Community-Wide Services
John Paradis, Deputy City Manager, Enterprise Supports