

Day-Service Operator Agreements

Recommendation

1. That a single source procurement agreement, between the City of Edmonton and Bissell Centre, to provide day services at 10548 105 Street, for an amount not to exceed \$4,044,904, including GST, as outlined in Attachment 1 of the April 26, 2021, Citizen Services report CS00556, be approved, and that the agreement be in form and content acceptable to the City Manager.
2. That a single source procurement agreement, between the City of Edmonton and Bissell Centre, to provide day services at the Bissell Centre Community Space, for an amount not to exceed \$2,419,037, including GST, as outlined in Attachment 2 of the April 26, 2021, Citizen Services report CS00556, be approved, and that the agreement be in form and content acceptable to the City Manager.
3. That a subsidy agreement, between the City of Edmonton and The Boyle Street Service Society, to provide day services at the Boyle Street Community Centre, for an amount not to exceed \$564,704, including GST, as outlined in Attachment 3 of the April 26, 2021, Citizen Services report CS00556, be approved, and that the agreement be in form and content acceptable to the City Manager.

Executive Summary

Day services for people who are unhoused or experiencing homelessness have been identified as a gap in the homeless serving system of care for this year's spring and summer months. Administration received budget approval from City Council on April 9, 2021, to pursue its recommended plan for filling that service gap, in collaboration with homeless serving agencies, Homeward Trust Edmonton, and the Government of Alberta. Administration is seeking approval of two single source procurement agreements with the Bissell Centre and one subsidy agreement with The Boyle Street Service Society, with a cumulative total value of up to \$7,028,645, to operate three day services sites.

Report

In October 2020, the City opened a 24/7 temporary accommodation at the Edmonton Convention Centre (Tipinawâw). The Boyle Street Service Society, Bissell Centre, and The Mustard Seed Society each entered into single source procurement agreements to operate the facility which are set to expire on April 30, 2021.

Since Tipinawâw's opening, the facility has been consistently full for both day services and overnight shelter. Day services have been accessed over 100,000 times by more than 5,000 unique individuals with 500 to 600 unique individuals per day. Overnight shelter has been at capacity nearly every night, accessed over 45,000 times by close to 3,000 unique individuals. In terms of housing activity, over 370 individuals have been engaged in the process to secure permanent housing, 58 individuals have accessed bridge housing or have become housed by Housing First.

With Tipinawâw coming to a close at the end of April, the individuals that have been accessing services will require support elsewhere. Administration has worked with the Government of Alberta, Homeward Trust Edmonton and other partner agencies on a coordinated support plan for overnight shelter services. However, day services have been identified as a critical gap for the spring and summer months as Tipinawâw and other temporary shelters close. To ensure there is sufficient day space available and support efforts to minimize social disorder and prevent large encampments, on April 9, 2021, City Council approved funding to activate three day services sites, two at existing locations and a new one at the City-owned location.

105 & 105 Day Services Centre

Administration proposes using the City-owned building at 10548 105 Street as the new day service location to be leased to and operated by Bissell Centre as a non-profit organization from May 1 to October 31, 2021, with an option to extend operations if necessary (Attachment 1). The site will open with limited capacity and services on May 1, but once at full capacity, the proposed centre will be open seven days a week from 7:00 a.m. to 9:00 p.m. and will have space for up to 60 community members inside the building. Additional space is proposed for outdoors at the front and rear of the building to maximize capacity of the site, accommodating another 12 to 18 individuals.

Services to be offered at this site include personal needs (clothing and hygiene items), meals (three per day), basic health services, Indigenous cultural services, and housing services. All opportunities for collaboration will be pursued with other existing service providers to enhance the on-site programs, services, referrals, and supports available at this site.

Administration would work closely with Bissell Centre to mitigate potential impacts of this operation on the surrounding area. This will include regular patrols around the site by Bissell Centre staff to check in with neighbouring businesses and community members who may need support. In addition, the single source procurement agreement with Bissell Centre would outline key performance measures and reporting requirements to capture the City's desired outcomes of this operation.

Bissell Centre Community Space

The Bissell Centre Community Space is located at 10530 96 Street and has operated as a day service location for many years. It was either closed or offering the most basic of services for most of the past year while Bissell Centre staff were supporting the operations at the Edmonton EXPO Centre and Tipinawâw, but the proposed single source procurement agreement will allow the Bissell Centre Community Space to be fully reopened from May 1 to October 31, 2021, with an option to extend operations if necessary (Attachment 2). The expanded hours of operation will be from 7:00 a.m. to 9:00 p.m., seven days a week. Bissell Centre has committed to maintaining flexibility with hours of operation to adapt to the need. At full capacity, the community space can accommodate 50 community members inside. Additional space is proposed for outside the building to maximize capacity of the site.

Services to be offered at this site will be equivalent to those offered at the 105 & 105 site. As with the 105 & 105 site, Administration will work with Bissell Centre to mitigate potential impacts of the operation on surrounding businesses and neighbours. The single source procurement agreement will outline key performance measures and reporting requirements to capture the city's desired outcomes of this operation.

Boyle Street Community Centre

The Boyle Street Community Centre is located at 10116 105 Avenue and currently operates as a day service location for 45 community members inside the building. The subsidy agreement with The Boyle Street Service Society will enable the site to be expanded in capacity, hours of operation, and programs (Attachment 3). Proposed operations will be open seven days per week from 8:00 a.m. to 4:30 p.m., between May 1 and October 31, 2021, with an option to extend operations if necessary. Proposed infrastructure additions to the outdoor space in front of and adjacent to the centre is expected to double the capacity available to community members accessing the site, creating an additional 45 to 60 spaces.

Services offered at this site include food and basic needs, housing services, Indigenous cultural services, mental health services, addictions services, health services, youth services, and a number of other related programs and services.

Administration will work closely with The Boyle Street Service Society to mitigate potential impacts of the expanded hours and capacity on surrounding businesses and neighbours in the area. The additional outdoor infrastructure and programming, including new fencing and railings, is one of the measures expected to help to manage the increased number of community members seeking services at this site. Boyle Street staff will also commit to regular patrols around the site to check-in with community members and neighbours. The subsidy agreement with The Boyle Street Service Society will outline key performance measures and reporting requirements to capture the City's desired outcomes of this operation.

The three agreements proposed in this report would create 155 indoor day service spaces that may be accessed every day. If Alberta Health Services COVID-19 guidelines permit, those indoor spaces could increase as the public health order restrictions are lifted. Furthermore, it is estimated that an additional 57 to 78 outdoor spaces at two locations will be offered to accommodate individuals seeking support and housing services during the day. During the upcoming warmer months, these spaces will be critical to managing the demand for services sought by people experiencing homelessness.

Budget/Financial Implications

The maximum amount payable by the City to the two operators is up to \$7,028,645 and is divided as follows:

1. Up to \$4,044,904 to Bissell Centre for the 105 & 105 drop-in centre
2. Up to \$2,419,037 to Bissell Centre for the Bissell Centre Community Space
3. Up to \$564,704 to The Boyle Street Service Society for the Boyle Street Community Centre

The agreements will be funded from City Council-approved funding from COVID-specific funds set aside in the Appropriated Financial Stabilization Reserve. The remaining funds from the one-time increase will be applied towards expenditures resulting from emergent needs for the pandemic homelessness response this year.

Legal Implications

As per the City Administration Bylaw 16620, subsidy agreements and agreements that do not arise from a competitive procurement process that are over \$500,000 must be approved by the appropriate Committee of Council. Due to exceptions in each applicable trade agreement the City is subject to, an open competitive process is not required for the procurement agreements.

Public Engagement

Administration will work with both operators to monitor and mitigate potential impacts of operations on the surrounding areas. Two of the sites have been in operation for many years and the agencies have long standing relationships with surrounding neighbours and communities. A requirement in each of the agreements will be for the agencies to design and implement measures to mitigate and minimize impacts of their operations on the surrounding community. In the case of the 105 Street location, Bissell Centre and Administration have already had conversations with the business improvement area to discuss mutual support opportunities.

Corporate Outcomes and Performance Management

Corporate Outcome: Edmonton is a safe city.			
Outcome	Measure	Result	Target
Edmontonians have safe and adequate housing	Number of people experiencing homelessness individuals	March 2021: 2,092 March 2020: 1,611 March 2019: 1,153	Decrease year over year

Risk Assessment

Risk Element	Risk Description	Likelihood	Impact	Risk Score (with current mitigations)	Current Mitigations	Potential Future Mitigations
If recommendation is approved						
Financial	Variable costs and unpredictable demand for service may create cost overruns	3 - Possible	3 - Major	9 - Medium	Monthly invoices Monthly reporting	Reduction in service levels and securing of additional external revenue sources
If recommendation is not approved						
Financial	If City funds are not released it would prevent the operators from delivering needed day services	3 - Possible	3 - Major	9 - Medium	Continued collaborative efforts with the Government of Alberta and homeless serving agencies to find sufficient solutions for the provision of daytime services	

Attachments

1. Bissell Centre Agreement For 105 & 105 Day Services Centre - General Terms and Conditions
2. Bissell Centre Agreement For Bissell Centre Community Space - General Terms and Conditions
3. The Boyle Street Service Society Agreement For Boyle Street Community Centre - General Terms and Conditions

Others Reviewing this Report

- C. Owen, Deputy City Manager, Communications and Engagement

- M. Persson, Chief Financial Officer and Deputy City Manager, Financial and Corporate Services
- K. Fallis-Howell, Acting City Solicitor
- S. McCabe, Deputy City Manager, Urban Form and Corporate Strategic Development