



**City of Kingston  
Report to Council  
Report Number 21-158**

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**To:** Mayor and Members of Council  
**From:** Lanie Hurdle, Chief Administrative Officer  
**Resource Staff:** Ruth Noordegraaf, Director, Housing & Social Services  
**Date of Meeting:** June 1, 2021  
**Subject:** 113 Lower Union Street – Indigenous Supportive Housing Project

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**Council Strategic Plan Alignment:**

Theme: 2. Increase housing affordability

Goal: 2.2 Build a significant number of new residential units with a range of affordability.

**Executive Summary:**

In May 2020, the City acquired the congregate living facility at 113 Lower Union Street with the objective of expanding the capacity of affordable, supportive housing available in the community. Since the acquisition of the facility, it has been utilized as part of the City's emergency housing response to the COVID-19 pandemic providing emergency housing for the Kingston Youth Shelter and a short time self isolation centre for symptomatic shelter users before moving this service to a local motel.

In the fall of 2020, staff administered a Request for Proposals (RFP) process to select a long-term operator. The RFP process did not generate as many proposals as anticipated and was cancelled due to the proposals received not meeting the criteria of the RFP.

Staff undertook a series of facilitated meetings with a variety of supportive and transitional housing providers, including Tipi Moza, the sole local Indigenous housing provider in the Kingston community. Meetings with Tipi Moza focussed around the possible use of the facility to support homeless and precariously housed Indigenous community members. The 10-Year Municipal Housing and Homelessness Plan and the Mayor's Task Force on Housing's final report both acknowledge Indigenous peoples are over-represented amongst the local

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homelessness population and that the City should align resources to expand the supply of off-reserve housing stock dedicated to Indigenous community members.

Based on the meetings an understanding was reached for Tipi Moza to enter into service and lease agreements for an initial five-year term to provide supportive housing, operate an Indigenous housing service centre, and provide Indigenous cultural awareness services to the City.

This report provides an overview of the proposed Indigenous supportive housing program, recommends that the City enters into service and lease agreements, and establishes an operating budget contribution to support the first two years of operations. Staff are recommending a different type of partnership for this affordable supportive housing project in order to ensure that the service provider can focus on support services to tenants rather than on the building and infrastructure.

**Recommendation:**

**That** Council endorse the establishment of an indigenous housing service centre in partnership with Tipi Moza at 113 Lower Union Street;

**That** Council direct staff to enter into a service and lease agreement for a value of \$1 per year with Tipi Moza for a five-year period to provide affordable, supportive housing at 113 Lower Union Street;

**That** Council approve a commitment of two-years of operating funding for an indigenous housing service centre to Tipi Moza in the amount of up to \$75,000 per year, for a total of \$150,000, to be funded from the Social Services Relief Funding phase 3.

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**Authorizing Signatures:**

ORIGINAL SIGNED BY CHIEF  
ADMINISTRATIVE OFFICER

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**Lanie Hurdle, Chief  
Administrative Officer**

**Consultation with the following Members of the Corporate Management Team:**

Paige Agnew, Commissioner, Community Services

Peter Huigenbos, Commissioner, Business, Environment & Projects

Brad Joyce, Commissioner, Corporate Services

Jim Keech, President & CEO, Utilities Kingston Not required

Desirée Kennedy, Chief Financial Officer & City Treasurer

Sheila Kidd, Commissioner, Transportation & Public Works Not required

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**Options/Discussion:**

113 Lower Union Street was built in 1950 and originally functioned as a private hospital until 2002 when it was purchased by Addiction and Mental Health Services KFLA (AMHS) who operated the property as a mental health congregate living residence. The 9,200 square foot, two storey facility has 19 independent bedrooms with two-piece bathrooms, common bathing facilities, common spaces, administrative offices, and a common kitchen.

In May 2020, City Council approved the purchase of 113 Lower Union Street from AMHS at a cost of \$2.1M and directed staff to conduct a Request for Proposal (RFP) process to support the disposition of the property to a housing provider for affordable, supportive housing purposes.

Since its acquisition by the City, the facility has been utilized as part of the local pandemic response as a temporary location for the Kingston Youth Shelter. The Kingston Youth Shelter moved to 113 Lower Union Street in April of 2020 due to challenges providing for physical distancing at their regular location at 234 Brock Street. The Kingston Youth Shelter moved to its new temporary location at 805 Ridley Drive in mid-May to continue providing a shelter facility that allows for physical distancing during the COVID-19 Pandemic. The facility has also been used temporarily as a location for self-isolation for homeless individuals. This service is currently provided out of a local motel through Addictions and Mental Health Services.

City Council has previously approved a capital funding allocation in the amount of \$477,065 available from the Ontario Priorities Housing Initiative (OPHI) to complete priority rehabilitation work at 113 Lower Union Street. The OPHI program requires that the rehabilitation work must commence in the spring of 2021. As such, the Kingston Youth Shelter's temporary move to 805 Ridley Drive will allow for the rehabilitation work at 113 Lower Union Street to commence.

In the fall of 2020, a RFP process was conducted to select a long-term operator for 113 Lower Union Street who would provide affordable, supportive housing to a vulnerable client group which is currently underserved in the community. The RFP process generated two responses; however, the responses did not meet the criteria of the RFP and the solicitation process was cancelled. Based on conversations with interested organizations, the limited availability of annualized operating funding posed a significant impediment to developing a viable long-term operating budget.

Following the cancellation of the RFP process, Housing staff conducted an enquiry with the support of a consultant with the aim of developing a potential use for the property that would serve City Council's objective of providing affordable, supportive housing at 113 Lower Union Street. Exploratory conversations were hosted with multiple local supportive housing providers. Tipi Moza was identified as a prospective operator for the facility based on directions established in the 10-Year Municipal Housing and Homelessness Plan (the 10-Year Plan) and the Mayor's Task Force on Housing's final report. Both the 10-Year Plan and the Task Force's final report acknowledge Indigenous peoples are over-represented amongst the local homelessness population and that the City should align resources to expand the supply of off-reserve housing stock dedicated to Indigenous community members. Recent information

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available from the homelessness By-Name-List indicates 45 of the 221 (approximately 20%) households on the list identify as Indigenous. A series of facilitated meetings occurred with Tipi Moza board members and staff to develop the program outlined in this report. The City has an established long-term relationship with Tipi Moza through the administration of the social housing program and previous affordable housing developments.

Based on the facilitated meetings between the City and Tipi Moza an initial agreement was reached for the facility to be utilized by Tipi Moza to provide Indigenous supportive housing, a location for Tipi Moza's administrative office, and for the establishment of an Indigenous housing services centre. The supportive housing component of the project will provide housing for up to 19 individuals. The services will be administered through service and lease agreements which will be established for an initial five-year period. The lease payment will be a nominal fee of \$1 per year. Given the planned building rehabilitation work schedule, the lease and program delivery is expected to commence in the fall/winter of 2021.

The supportive housing program will provide housing to homeless and precariously housed Indigenous community members. Support services will include culturally based supports while facilitating connections with other social, health, and skills development services available in the community. Tenants will pay rent in line with the Social Assistance Shelter Allowance rates.

In conjunction with the supportive housing program delivered on-site, Tipi Moza staff will provide culturally appropriate services to other agencies and service providers to support their work with Indigenous clientele. Available services will include eviction prevention, housing outreach, and housing referral services. This new resource in the community will assist Indigenous community members to find and maintain housing.

The subject property is split zoned between the Three to Six Family Dwelling Zone "B.55" and the One-Family Dwelling and Two-Family Dwelling Zone "A.55" in former City of Kingston Zoning By-Law 8499. The zone permits a variety of residential uses including one and two-family dwellings, boarding and rooming houses, three to six individual dwelling units, community homes, senior citizen apartments, residential care facilities, and community support homes. The property's site-specific zone includes a hospital as a permitted use recognizing the historic use of the property. Planning staff has confirmed the supportive housing proposal is consistent with the uses permitted in the existing zoning.

As part of the service agreement Tipi Moza will also provide the City's Housing and Social Services Department with 20 hours per year in 2021 and 2022 of Indigenous cultural awareness support. This support will help to ensure the City's work both at the facility and in our other services better align with the needs of the local Indigenous community.

To support the delivery of the supportive housing program and the successful launch of the Indigenous housing services centre, it is proposed that the City provide an annual operating subsidy of up to \$75,000 per year for the first two years. Staff will work with Tipi Moza to secure longer term sustainable funding. The City can also consider rent supplements should there be

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clients with financial needs as they would enable Tipi Moza to generate a revenue based on OW and ODSP allowance amounts while supporting those with greater financial needs.

There is approximately \$82,000 allocated for the general operating costs of the building (utilities, insurance, maintenance, etc.) in the City's 2021 operating budget. Operating costs for 2022 and beyond will be addressed in the service agreement between the City and Tipi Moza. It is anticipated that the City's operational costs will be less once Tipi Moza oversees the operations of the 113 Lower Union Street facility.

The provision of supportive housing for Indigenous community members will support the City's efforts to advance Indigenous reconciliation. Tipi Moza has an established history of providing Indigenous housing in the community. City staff and Tipi Moza staff and board representation look forward to provide new supportive housing and additional Indigenous client services in the Kingston community.

**Existing Policy/By-Law:**

10-Year Municipal Housing and Homelessness Plan

Mayor's Task Force on Housing

**Notice Provisions:**

None

**Accessibility Considerations:**

None

**Financial Considerations:**

The City's costs to acquire the property at 113 Lower Union Street included the purchase price of \$2.1M and approximately \$131K in soft costs associated with the acquisition process (i.e. due diligence work, legal costs, land transfer tax).

The recommended two-year operating budget of \$75,000 per year (total \$150,000 over two years) is to be funded from the Social Services Relief Fund Phase 3 (SSRF). After this allocation, it is anticipated that there will be \$886,161 remaining in the SSRF Phase 3.

Rent supplements would be available within existing available Housing and Social services operating budget.

**Contacts:**

Ruth Noordegraaf, Director, Housing & Social Services 613-546-4291 extension 4916

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**Other City of Kingston Staff Consulted:**

Mitchell Grange, Manager, Housing and Homelessness Programs

John Henderson, Housing Programs Administrator, Housing & Social Services

Brandon Forrest, Director, Business, Real estate and Environment

Speros Kanellos, Director Facilities Management and Construction

Alan Mcleod, Acting City Solicitor

James Bar, Acting Manager Development Approvals

Scarlet Eyles, Manager Financial Services

Melanie Bale, Financial Analyst, Financial Services

**Exhibits Attached:**

None