



**City of Kingston  
Report to Council  
Report Number 24-052**

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**To:** Mayor and Members of Council  
**From:** Jennifer Campbell, Commissioner, Community Services  
**Resource Staff:** Ruth Noordegraaf, Director, Housing & Social Services  
**Date of Meeting:** April 16, 2023  
**Subject:** Sleeping Cabin Wind Down Plan

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**Council Strategic Plan Alignment:**

Theme: 1. Support Housing Affordability

Goal: 1.4 Improve service to unhoused and precariously housed.

**Executive Summary:**

On November 7, 2023 Council directed staff to work with Our Liveable Solutions (OLS) as the operators of the Sleeping Cabin pilot program on a wind down of the program; and to work with existing supportive and transitional housing providers in the Kingston area to prepare a plan for the residents who currently participate in the Sleeping Cabin program to transition to alternate housing solutions that meet their individual needs; and return to Council with the details. This report outlines the proposed transition plan including required financial supports, associated transition timelines and potential alternative uses for the existing cabins. A proposed project plan has been developed by staff to ensure effective case management of the current residents, a plan for the physical assets and an approach for the operations during the wind down period.

All 17 cabins are currently occupied by residents at Portsmouth Olympic Harbour (POH). The projected timeline to wind down the pilot program runs to September 30, 2024, this will require the cabins to relocate back to Centre 70 (C70) in May 2024. The operations at C70 will run in the same manner as in the past, the set up will include use of the dressing rooms to offer common amenities such as the kitchen, laundry, resident meeting space as well as staff office space. This set up at C70 does have an impact on the Recreation & Leisure Services arena floor bookings. Staff are recommending a 10% discount on fees and charges to be considered during the five months for all floor bookings, as they will not have access to the change rooms during this period.

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Over the past months staff have been meeting with the OLS Board of Directors regarding the wind down plan. OLS informed staff that they have applied for charitable status and have been meeting with private donors in an effort to find land and financial assistance to continue to operate the sleeping cabin program independent of support from the City of Kingston. Related to these efforts, OLS has asked City staff for support in a number of areas, including a request to donate the 17 sleeping cabins to OLS for their independent continuation of the program, as well as having the City act as a flow through for donations made to Community Foundation for Kingston and Area in support of OLS taking on this independent role. These requests are not aligned with Councils direction to wind down the program and would require both ongoing financial and human resources support from the City. Staff did include a recommendation to Council to consider the sale of the cabins to OLS for a nominal fee (\$1), subject to legal requirements and conditions.

**Recommendation:**

**That** Council endorse the proposed wind down plan as in Exhibit A to Report Number 24-052, and direct staff to work with Our Livable Solutions and other partners to implement the actions in the plan; and

**That** Mayor and Clerk be authorized to enter into an amended agreement with Our Livable Solutions for the duration of the wind down period (May 1, 2024, to September 30, 2024) in a form satisfactory to the Director of Legal Services; and

**That** Council direct staff to sell the cabins to Our Livable Solutions for the nominal fee of \$1 should Our Livable Solutions have secured a private location and satisfactory and sustainable operations plan by September 30, 2024; and

**That** Council direct that should Our Livable Solutions not have secured a private location and satisfactory and sustainable operations plan by September 30, 2024, that staff proceed with the disposal of the cabins via an auction on [GovDeals](#), with revenue from the sale of the cabins directed into ongoing housing and homelessness initiatives; and

**That** Council approve the relocation of the Sleeping Cabin project from Portsmouth Olympic Harbour to Centre 70 for a final move in May until September 30, 2024; and

**That** Council approve a rate reduction of 10% for all arena floor bookings at Centre 70 during the five months that the sleeping cabins are located on site.



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**Options/Discussion:**

On November 7, 2023, staff presented option [Report Number 23-226](#) 'Sleeping Cabins Update and Next Steps' to Council. Council voted for option four in the report.

**Option 4**

*That staff be directed to work with Our Livable Solutions as the operators of the site on a wind down of the current Sleeping Cabin pilot program; and*

*That staff be directed to work with existing supportive and transitional housing providers in the Kingston area to prepare a plan for the residents who currently participate in the Sleeping Cabin program to transition to alternate housing solutions that meet their individual needs; and*

*That staff return to Council by end of March 2024, with the details of this transition plan, including required financial supports for service providers, associated transition timelines and potential alternative uses for the existing cabins.*

Following this direction, staff completed a draft project plan outlining tasks, responsibilities and timelines associated with the wind down plan. In this report staff have provided an overview of the wind down plan for Council's endorsement and an overview of the discussions with the current provider/operator of the sleeping cabin project, OLS.

**Overview of the Wind Down Plan**

Exhibit A provides details on the proposed wind down plan that will be led by staff in collaboration with OLS and community housing partners. The proposed plan has detailed action items and timelines. The proposed draft wind down plan is categorized in three areas:

1. Resident Case Management
2. Physical Assets
3. Operations

Staff are recommending the program wind down be completed no later than September 30, 2024. This timeline will require the program to move back to C70 in May 2024, as the marina operations resume at POH.

**Resident Case Management**

A focus of the wind down plan is to ensure a clear process is defined in how housing partners will support cabin residents. The Housing First (HF) team works with residents to support their housing goals and ensure ongoing case management. Recognizing that each resident will have a different path based on their needs and capacity an individualized approach will be supported through effective case management tools, tracking and processes. All current residents have been offered HF case management support. This work is led by HF staff, in collaboration with

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cabin residents and OLS staff which requires intensive support, ongoing case planning meetings and communication with the full case management team (HF/OLS & City staff).

Throughout the wind down there will continue to be focused group discussions with transitional housing providers and staff will inform OLS of any vacancies that match resident's needs. Staff are aware that there are waitlists for the various supportive housing programs offered across the City, making it necessary to ensure referrals are completed promptly. The City continues to share housing resources and information for other transitional housing programs with the OLS team as work continues to ensure that a housing option is provided to each resident. These options could vary from rent supplements to alternative transitional housing, or other alternate programs that meet resident needs.

Over the past months, housing staff have continued to meet with OLS staff bi-weekly on site to review operations. In January 2024, staff introduced the opportunity for cabin residents to meet with City staff as desired. The purpose of these meetings is to answer any questions residents might have regarding the wind down plan and to learn more about their housing needs.

As detailed in the proposed wind down, as residents transition to other housing options, staff have recommended taking any vacant cabins "offline". This will require OLS to also update current participation agreements. Though there remain persons interested in moving into sleeping cabins through an OLS maintained waitlist, moving vacated cabins offline will allow staff and partners to focus on matching residents to housing options and not on onboarding new residents into a program with an established end date.

The plan also includes a process that facilitates a one year follow up with/on all OLS residents, and a mechanism by which OLS will communicate the program wind down to any individuals on their waitlist. This work will be led by OLS.

### **Physical Assets**

The purpose of this part of the plan is to define alternative uses for the 17 cabins and establish a process for their off-lining and eventual disposal as residents vacate them. It is recommended that staff follow the City's Procurement Policy By-Law ([By-Law Number 2022-154 'A By-Law to Establish a Procurement Policy for the City of Kingston'](#)) related to revenue and surplus goods and auction the cabins. Housing staff will work with the procurement division to review auction processes and to determine a fair market value of the cabins for auction.

The City received funds from the United Way through a private donation at the inception of the program to purchase four (4) cabins. The expectation of this donation was that the funding be used to buy cabins, and the City has fulfilled this commitment and there are no remaining obligations around this donation. The City has received two inquiries from other Municipalities who have expressed preliminary interest in the cabins. It is proposed to auction the cabins on [GovDeals](#), a web-based auction service provider which the City has used to auction surplus equipment. [GovDeals](#) offers a paid service to auction services to public sector organizations related to government surplus items on a secure, transparent and efficient platform. Staff

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recommend that profits from the sale of cabins be reinvested in other housing and homelessness solutions should Council approve this option.

Alternatively, should OLS have a private location and satisfactory and sustainable implementation plan by September 30, 2024, the cabins could be sold to OLS at a nominal fee (\$1), subject to legal terms and conditions. All electrical cables, protective matting, cow matting and all other materials associated with the cabins are not to be sold or donated with the cabins, as they are used for a wide variety of other municipal uses.

## **Operations**

The funding agreement with OLS ended on March 31, 2024. The agreement was mutually extended by both parties for one (1) month until April 30, 2024, but has yet to be signed at the time of this report. Should Council endorse the wind down plan, staff will work with OLS to extend the operating agreement for the period of May 1<sup>st</sup> to September 30<sup>th</sup>, 2024. The new agreement will be a pro-rated amount based on the current annual funding agreement, and the provisions as outlined in the wind down plan.

## **Engagement with Our Livable Solutions on Wind Down and Next Steps**

Over the past several months staff met with the OLS Board of Directors and Acting Executive Director to discuss the logistics of the wind down plan. A draft plan was shared with OLS and an opportunity to share feedback was provided. Staff responded to questions and provided additional information that was requested by OLS, such as a more detailed breakdown of financials related to the program operations since the program inception in early 2022.

OLS informed staff that they have applied to obtain charitable status as they wish to continue to operate the sleeping cabin program as an independent program and provided a list of requests to staff to support this initiative. OLS asked that these requests be shared with Council and they have been included in this report as Exhibit B. Some of these requests require additional or continued financial and/or human resources support from the City and/or are not aligned with the direction Council provided staff in November of 2023.

In 2023 City staff supported OLS with the search for a permanent location for the program on private land, this search did not result in any viable options. OLS has more recently inquired about operating the sleeping cabin program, independent of the City and on private land, and staff provided OLS with details related to the planning application process, as of the writing of this report, staff are not aware of any viable private location having been identified by OLS for their independent operation of the program. Additionally, OLS inquired about the City's willingness to donate or sell the cabins should they obtain their charitable status and obtain private land to support the cabin community. OLS requested the City to flow funds from the Community Foundation for Kingston & Area to OLS in an agreement whereas the City acts as a donee from private donations received by the Community Foundation for OLS.

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**Public Engagement**

Extensive public engagement was previously conducted and reported on for this project. No further public engagement has been conducted in the creation of this report.

**Existing Policy/By-Law**

By-Law 2022-154 A By-Law to Establish a Procurement Policy for the City of Kingston

**Financial Considerations**

The current operating funding agreement of \$336K annually is in place until April 30, 2024. Should a new funding agreement be approved by Council, the operating funding provided to OLS over the term of the wind down would total \$140K, which is based on a pro-rated monthly amount calculated from April to September 2024. The cost to move the cabins back to C70 in May is approximately \$15,000. These expenses include disconnecting and reconnecting of services, City staff time and equipment to facilitate the move. There will be future unconfirmed cost to move the cabins from C70 in September 2024, when the program is wrapped up. The motel costs for the move to C70 are approximately \$5,000. These costs were anticipated in the 2024 Housing & Social Services operating budget. The 10% rate reduction for the arena floor bookings at C70 will result in a minor revenue loss for Recreation & Leisure Services. At the time of writing the report there were very limited arena floor bookings confirmed for the 2024 spring/summer season that would be subject to this reduced fee.

All profits from the sale of cabins will be reinvested in other housing and homelessness solutions should Council approve this option.

**Contacts:**

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**Other City of Kingston Staff Consulted:**

Lori Kidd Velkova, Housing Program Administrator, Housing & Social Services

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Brent Funnell, Manager, Procurement, Financial Services

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Tony Gargaro, Manager, Recreational & Leisure Services

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Andrew Reeson, Senior Legal Counsel, Legal Services

**Exhibits Attached:**

Exhibit A - Proposed Sleeping Cabin Program Wind Down Plan

Exhibit B - Requests Received from OLS Including Staff Responses

# Sleeping Cabin Program Wind Down Project Plan

PROJECT TITLE

Sleeping Cabin Program Wind Down Plan

START DATE

November 20, 2023

PROJECT DURATION

in days

316

PROJECT MANAGER

Amy Gibson

END DATE

September 30, 2024

Task NO.	TASK NAME	STATUS	ASSIGNED TO	START DATE	END DATE	DURATION in days	Comments	STATUS
<b>1</b>	<b>Resident Case Management Process</b>					<b>1</b>		Not Started
1.1.0	Create an OLS Resident Master Tracker	<b>Complete</b>	City & OLS	20-Nov	24-Nov	5	Include demographics, housing history, unique circumstances, support services and funding sources for each resident. Ensure regular status updates are completed within the Master tracker	In Progress
1.1.1	Create and share a survey for Housing First Workers to gather information on housing goals from residents	<b>Complete</b>	City	21-Nov	18-Dec	28	Provide survey to Housing First Workers to engage residents to advise on their housing goals and preferences	Complete
1.1.2	Complete Instrumental Activities of Daily Living Scale (IADLs) and Physical Self-Maintenance Scale (ADLs) for each resident, review findings and include in Resident Tracker	<b>In Progress</b>	OLS	19-Dec	31-Jan	44	Ensure functional needs assessments of each resident are considered in housing plan	On Hold
1.1.3	Complete an environmental scan of current or upcoming vacancies with local supportive/transitional housing providers	<b>Complete</b>	City	27-Nov	06-Dec	10	Provide communication to partners to advise on Council direction and schedule focus group meetings to review capacity and waitlist for applicable referrals	
1.1.4	Schedule meeting with Housing First Workers and Street Outreach staff to discuss meeting with OLS residents and a process to gather their information	<b>Complete</b>	City, HF/SO Staff & OLS	27-Nov	10-Dec	14	Provide communication regarding the program wind down to Housing First Workers to ensure all residents are receiving ongoing case management support	
1.1.5	Create a criteria framework related to housing options	<b>Not Started</b>	HF/SO Staff & OLS	23-Apr	30-May	38	Track all housing options explored, reviewed and accepted/denied by residents and encompass provider mandates, program guidelines, and will align with resident needs. i.e. abstinence based program, supporting a resident focused on addiction support. OLS will manage contact with individuals who are on the current waitlist, and provide information regarding the wind down and details of other housing programs.	

Task NO.	TASK NAME	STATUS	ASSIGNED TO	START DATE	END DATE	DURATION in days	Comments	STATUS
1.1.6	Schedule initial and ongoing visits with OLS residents to assess their needs and determine possible options within the housing continuum	In Progress	HF/SO Staff & OLS	04-Dec	30-Sep	302	Ensure all residents are meeting regularly with their workers and reviewing potential options. The Master tracker will document that residents have had an opportunity to engage in discussions, to ensure they know what is happening and get answers to any questions they might have. City staff can provide an opportunity for in person check ins biweekly on site at OLS. Check points bi weekly for updates on progress with the Case Management team.	Not Started
1.1.7	Schedule a Supportive/Transitional Focus Group discussion	Not Started	City, OLS & Providers	23-Apr	30-Apr	8	Create a collaborative process for referrals and streamline applications	In Progress
1.1.8	Environmental scan of City funded housing provider options, funding options and share with housing support workers	Not Started	City	23-Apr	23-May	31	Consider potential partnership with housing providers to create new opportunities for OLS residents based on recent interest from providers. Ensure all funding options available are provided i.e. Rent supplements, head leases	Complete
1.1.9	Complete Resident Tracker with all pertinent details and housing preferences	In Progress	City, HF/SO Staff & OLS	21-Nov	30-Apr	162	Based on information compiled (1.1.0)	On Hold
1.1.10	Ensure each resident has a Housing First Worker	Complete	City & HF/SO Staff	12-Mar	26-Mar	15	All residents have been connected to a HF Worker	
1.1.11	Outline a process for resident follow-up and on-going community support upon departure from sleeping cabin program	Not Started	HF/SO Staff & OLS	23-Apr	30-Sep	526	Provide a 1 year follow-up to all OLS residents	
<b>2</b>	<b>COMMUNICATIONS PLAN</b>							
2.1	Schedule regular meetings with City & OLS Board members	In Progress	City & OLS	14-Nov	30-Sep	322	Engage in ongoing discussions on the approved project plan, review updates and timelines. Provide meeting minutes.	
2.2	Ongoing communication with OLS residents, housing providers and case management team	In Progress	HF/SO Staff & OLS	08-Jan	30-Sep	267	Ensure regular and consistent communication on the program wind down	

20-Nov-23 10-Dec-23 30-Dec-23 19-Jan-24 8-Feb-24 28-Feb-24 19-Mar-24 8-Apr-24 28-Apr-24



STATUS	ASSIGNED TO	START DATE	END DATE	DURATION in days	Comments
Not Started	City	01-May	30-Sep	61	Cleaning, maintenance, servicing and securing asset upon vacancy. Interim storage.
Not Started	City	01-May	30-Sep	245	Work with internal department to complete a disposition process as per the City's procurement bylaw.
Not Started	City	01-Apr	30-Sep	215	To date we have received 2 formal inquiries. Use "Gov Deals" to auction the cabins. Communications team will
Not Started	City	23-Apr	30-Sep	184	Work with internal departments to define a handover process, and physical disposal of cabins
Not Started	City	01-Oct	30-Nov	31	Identify tasks/costs associated with City owned facilities once the cabins are removed to get them back to original purpose built operating conditions

STATUS
Not Started
In Progress
Complete
On Hold

## Draft Sleeping Cabin Operations Wind Down Project Plan

Task NO.	TASK NAME	STATUS	ASSIGNED TO	START DATE	END DATE	DURATION in days	Comments
1.1	Schedule regular meetings with City & OLS team	In Progress	City & OLS	14-Nov	30-Sep	322	Continue with on site bi weekly meetings
2.1	Update current funding agreement	In Progress	City & OLS	25-Mar	31-Mar	7	The current agreement expired on March 31, 2024. The City & OLS have prepared an ammended agreement until April 30, 2024. A prorated amount of the current annual operating funding will be provided to OLS subject to Council approval.
3.1	Update OLS Participant Agreements to list program wind down date	Not Started	OLS	23-Apr	01-May	9	OLS to ensure current & future residents to have updated agreements.
4.1	Organize cabin location adjustments to accommodate boat launches	In Progress	City - various depts	25-Apr	26-Apr	2	Due to paving work at C70, move from POH delayed until last week of May 2024
5.1	Share cabin shuffle plan with POH tenants	In Progress	City & OLS	12-Mar	22-Mar	11	Cabin layout provided and reviewed with OLS
6.1	Complete cabin location adjustment	Not Started	City - various depts	25-Apr	26-Apr	2	
7.1	Update funding agreement speaking to reducing number of cabins supported as residents move elsewhere	Not Started	City & OLS	01-Apr	05-May	35	
8.1	Take cabins offline as they become vacant	Not Started	City - various depts	01-May	30-Sep	153	
9.1	Complete infrastructure requirements at Centre 70	Not Started	City - various depts	10-Apr	24-May	45	As noted in OLS meeting notes 03-12-24 & 03-26-24
10.1	Move cabins from POH to Centre 70	Not Started	City & OLS	27-May	31-May	5	May not include all cabins

OLS proposes the following transitional plan outline:

OLS applied in January for a charitable status designation. It is unknown how long the approval could take. OLS has requested for the City of Kingston to collaborate as qualified donee with the Community Foundations for Kingston, whereas donations made to the "OLS Flow Through" fund are then distributed by the City to OLS.

**Response:** Staff have received legal advice on this request. Based on that legal advice, this is not a role the City is able to take on.

That City Staff, Our Livable Solutions and existing supportive and transitional housing providers continue to work with the residents enrolled in the Sleeping Cabin Pilot Program as of November 7, 2023, in preparing plans to transition into alternate housing solutions that meet their individual needs.

**Response:** Staff agree in principle to this as outlined in the wind down plan and pending Council approval.

That City Staff provide access to Housing First Case Manager Training and tools to all current and future OLS staff, so they may provide Housing First Case Management support to Sleeping Cabin residents and any other unhoused individual seeking Housing Case Management services within the City of Kingston. Additional Housing First Case Managers will significantly reduce the wait list barrier currently faced by unhoused individuals in accessing this service.

**Response:** Staff cannot support this, as it is out of scope of the wind down direction.

That OLS be permitted to continue program intakes under a modified participation agreement without obligation to participate in the same transition plan developed for residents who resided at the cabin community on November 7, 2023.

**Response:** Staff cannot support this, the wind down plan would mean off-lining cabins as they are vacated.

As only one of the 17 individuals residing at the cabin community has successfully transitioned to an alternate housing option which meets their needs, since Council's motion on November 7, 2023, that City Staff work with OLS to move the cabin community to Centre 70 for summer operations.

**Response:** Staff will advise on a timeline to prepare for the move back to C70 pending Council approval

As the cost of moving the cabins using City of Kingston resources has been prohibitive, that City Staff work with OLS to develop a cost-effective move plan which could include assistance from private contractors.

**Response:** Staff currently intend to use internal City resources to move sleeping cabins to C70, pending council approval.

That the City of Kingston continue providing the monthly staffing subsidy (\$30,545.00) until OLS secures independent financial funding through grants, donations, fundraising or other sources; at which time and in equal proportion the City subsidy would be reduced on a sliding scale. This will allow OLS to offer secure employment to staff and stable support to residents.

**Response:** 1 month amended agreement from March 31, 2024, to April 30, 2024, will be completed. Further extensions are pending Council approval to a pro-rated monthly amount based on the current funding allocation and to continue until the program completion as detailed in the wind-down plan, dated to wrap up by September 30, 2024.

That City Staff meet monthly with OLS to review any expenses incurred outside of the operating funds transferred to OLS, to enable clear tracking of project finances, and to look for alternate options which may be more cost effective.

**Response:** Staff agree in principle to this occurring during the bi-weekly meetings, in so far as the expense to be reviewed are in service to the intents of the wind-down plan.

That the City of Kingston transfer ownership of the 17 sleeping cabins, and supporting equipment, to OLS for the ongoing operation of Our Livable Solutions Sleeping Cabin Program on private land. The City of Kingston and two generous private donations have been invested in the purchase of the sleeping cabins for their intended use based on the need to expand capacity and provide alternative options to Kingston's unhoused citizens. The need for the Sleeping Cabin Program continues to grow at an alarming rate in Kingston and across the county.

**Response:** Staff will give this request to council in the upcoming report. However, staff will recommend that any sale of the cabins to OLS be subject to a number of conditions, including but not limited to a review of legal/liability considerations.

That the City of Kingston support Our Livable Solutions in site planning and any zoning amendments which may be required on private land being considered for potential purchase or lease by OLS in order that Our Livable Solutions is able to operate the Sleeping Cabin Program on that land.

**Response:** Staff cannot support this. If land requires a zoning by-law amendment in order to host the sleeping cabins, then the authority to pass a zoning by-law amendment lies solely with council. Council must consider any application for a zoning by-law amendment in accordance with the criteria set out in the *Planning Act* and the

evidence it hears. This process would also include opportunity for community review and input as prescribed in the *Planning Act*.

As there are numerous barriers preventing a person from exiting homelessness beyond acquiring housing, that City Staff work with all transition housing providers in the City of Kingston to develop a standard measure of success which could include, but should not be limited to, length of stay in the transition program, efforts such as acquisition of identification, access to medical, dental and mental supports, family reconnections, life skills development, literacy and numeracy improvements.

**Response:** The city has individual agreements with operators based on their mandates and delivery of services. H&SS staff are open to advancing this discussion at the quarterly Housing & Homelessness meetings to review program guidelines and outcomes.