



CITY OF HAMILTON
COMMUNITY AND EMERGENCY SERVICES DEPARTMENT
Housing Services Division

TO:	Chair and Members Emergency & Community Services Committee
COMMITTEE DATE:	January 19, 2015
SUBJECT/REPORT NO:	Housing First and Homelessness Prevention Call for Applications Update (CES14005(b)) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Amanda DiFalco 905-546-2424 ext. 3132
SUBMITTED BY:	Joe-Anne Priel General Manager Community and Emergency Services Department
SIGNATURE:	

RECOMMENDATION

- (a) That effective April 1, 2015, \$757,950 in one-time funding for Homelessness Prevention programs, previously funded through the Homelessness Partnering Strategy and the Community Homelessness Prevention Initiative, be funded from the Delivering Opportunities for Ontario Renters (DOOR) Reserve (#112239);
- (b) That the Mayor correspond with the Premier of Ontario, the Minister of Municipal Affairs and Housing and the Minister of Community and Social Services to request that the Province adequately and appropriately fund services for people experiencing homelessness in Hamilton; and,
- (c) That the Mayor correspond with the Prime Minister of Canada and the Minister of Employment and Social Development to request that the Federal government adequately and appropriately fund the City of Hamilton to deliver the Homelessness Partnering Strategy.

EXECUTIVE SUMMARY

In the summer of 2014, Housing Services Division released a Call for Applications (CFA) which integrated two funding streams; the Federal Homelessness Partnering Strategy (HPS) and the Provincial Community Homelessness Prevention Initiative (CHPI). These funding streams are focused on two homelessness interventions that are identified in Hamilton's 10-year Housing and Homelessness Action Plan; Housing First and Homelessness Prevention. The City's 10-year Housing and Homelessness Action Plan has challenged the community to think about how to solve the issue of homelessness from a more coordinated perspective.

**SUBJECT: Housing First and Homelessness Prevention Call for Applications
Update (CES14005(b)) (City Wide) - Page 2 of 9**

To prepare for the joint CFA and for the shift in the service system to Housing First and more targeted homelessness prevention services, the Housing Services Division engaged in research, data analysis and community consultations. Through these activities Housing Services staff developed research briefs and a series of local funding priorities which were used to develop the CFA (Report CES14005(a), June 9, 2014)

Annualized funding in the amount of \$3,793,693 was available to allocate through the CFA. A total of 34 applications were submitted with a combined request of \$8,949,350. The General Manager of Community and Emergency Services has delegated authority for the HPS and CHPI programs and approved the recommendations in Reports CES14005 and CS13017(a). Eighteen projects were approved for funding. Details regarding the recommended projects are found in Appendix A of Report CES14005(b).

Funding agreements will be developed with the approved projects effective April 1, 2015 and will be issued for one or two year cycles, depending on Provincial and Federal requirements.

Six projects that are currently receiving funding from HPS and CHPI were not successful in the CFA process. These projects were not approved through the CFA as they were least aligned with funding objectives, direct housing outcomes and housing intervention best practices. It is recommended that one-time funding in the amount of \$757,950 be issued for projects impacted by the results of the CFA as presented in the table below. One-time funding will enable the projects to:

- Identify potential alternate funding resources;
- Leverage relationships with community services providing similar supports;
- Refer people to alternate services and supports; and/or
- Provide additional time to reduce service and staffing levels.

Agency	Project Name	One-Time Funding Amount (\$)	One – Time Funding Term
Good Shepherd Centres	Trusteeship Program	385,529	April 1, 2015 - March 31, 2016
Good Shepherd Centres	Notre Dame Resource Centre	200,000	April 1, 2015 – March 31, 2016
Housing Help Centre	PAWS	27,945	April 1, 2015 – September 30, 2015
Children’s Aid Society	Transitioning to Adulthood	31,755	April 1, 2015 – June 30, 2015
Elizabeth Fry Society	Criminalized Women’s Resource Centre	50,221	April 1, 2015 – June 30, 2015
YWCA	Transitional Living for Women	62,500	January 1, 2015 – March 31, 2015
Out of the Cold	Feed the Need	N/A	N/A
TOTAL		757,950	

**SUBJECT: Housing First and Homelessness Prevention Call for Applications
Update (CES14005(b)) (City Wide) - Page 3 of 9**

The Feed the Need program (Out of the Cold) runs every year until March. The existing funding agreement for this program will continue until March 31, 2015 and will not affect current services being offered this winter.

The YWCA Transitional Living for Women received one time funding until December 31, 2014 (Report CS13017(a)). This project was successful in the CFA process however new funding agreements will not begin until April 1, 2015. In order to prevent a gap in services it is recommended that this project receive bridge funding effective January 1, 2015 until March 31, 2015.

Alternatives for Consideration – Not Applicable

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial:

The total cost of issuing one-time funding to projects is \$757,950. A balance of \$393,475 would remain in the DOOR Reserve (#112239).

Staffing:

There are no staffing implications associated with Report CES14005(b).

Legal:

Legal Services will review and draft any ancillary agreements, as may be required to deliver the HPS and CHPI programs. Legal staff will also ensure that the security requirements, as required from the project proponents are fulfilled to protect the interests of the City, in accordance with the HPS and CHPI service agreements.

HISTORICAL BACKGROUND

The Homelessness Partnering Strategy (HPS)

HPS is the federal government's primary program to address homelessness in Canada. The City's continued role as administrator for HPS funding was approved by Council in February 2014. The General Manager of the Community and Emergency Services was granted the delegated authority to approve HPS funding allocations (Report CES14005). Hamilton has been receiving federal homelessness funding since 1999. Hamilton will receive \$4,228,254 annualized HPS funding over five years from April 1, 2014 to March 31, 2019 (\$21,141,270 total). The annualized allocation has remained the same for the last sixteen years. Hamilton is considered one of the largest designated communities in Canada under the Homelessness Partnering Strategy.

Hamilton's annualized funding breakdown of \$4,228,254 is determined by HPS terms and conditions as well as a local community plan. The community plan outlines a series of funding priorities and is developed locally through a series of community consultations. The annualized funding breakdown is as follows:

**SUBJECT: Housing First and Homelessness Prevention Call for Applications
Update (CES14005(b)) (City Wide) - Page 4 of 9**

- \$1,588,555 Housing First projects
- \$805,060 Homelessness prevention projects
- \$481,598 Homelessness capacity development projects
- \$718,803 Aboriginal homelessness projects
- \$634,238 Administration (15%)

There are significant changes in the requirements for this new iteration of HPS funding including prescriptive targets, strategies and interventions. Most notably, there is a new requirement that a minimum of 65% of the funding allocation be directed toward Housing First Interventions. Housing First is based on the concept that the primary need of a person experiencing homelessness is to obtain stable housing, and that other issues that may affect the person can and should be addressed once housing is obtained. A Housing First approach also provides individual's with intensive case management supports to address issues that impact a person's ability to maintain housing. Hamilton has been supporting services with a Housing First approach since 2007.

Funding for existing HPS projects was extended for the first 12 months (April 1, 2014-March 31, 2015) at a cost of \$3.5M. The extension year prevented a lapse in local homelessness programming while new community priorities were developed and plans for a significant shift in the service system were undertaken. Lastly, the extension year provided time to complete the CFA process for the remaining four years of HPS funding.

The Community Homelessness Prevention Initiative (CHPI)

The CHPI is a provincial homelessness program funded by the Ministry of Municipal Affairs and Housing. The General Manager of the Community and Emergency Services was granted the delegated authority to approve CHPI funding allocations (Report CS13017a).

CHPI was implemented on January 1, 2013 and combines funding from former separate housing and homelessness programs into a single program. CHPI is designed to provide municipalities with greater flexibility to address local priorities and better meet the needs of individuals and families who are homeless or at risk of becoming homeless. The CHPI does not prescribe specific homelessness interventions, but instead identifies a series of broad outcomes that are expected to be achieved.

Hamilton will receive an estimated \$19,073,663 annualized funding in 2015 (Report CS13017(b)). CHPI funding is allocated to a number of different programs related to homelessness, \$918,480 of which is used toward homelessness prevention projects.

Call for Applications (CFA)

On July 18, 2014, the City of Hamilton issued a CFA for HPS and CHPI funding with a combined annual allocation of \$3,793,693. Housing Services Division staff conducted a series of activities in preparation for the joint CFA and the shift in the service system to Housing First and more targeted homelessness prevention services. City staff

**SUBJECT: Housing First and Homelessness Prevention Call for Applications
Update (CES14005(b)) (City Wide) - Page 5 of 9**

conducted research, data analysis and consultations with funder representatives, community stakeholders, people with lived experiences, and other communities across Canada delivering homelessness intervention services.

A set of local priorities were developed based on the information gathered. Local priorities were targeted to three areas which include: Housing first; Homelessness Prevention; and Capacity Building.

Interested proponents were required to complete an application form. City staff also provided proponents with guidelines and a series of workshops to assist in the development of funding proposals.

Proponents were asked to clearly describe the project, including details on the objectives, activities, targets and annual budgets. Proponents that have been receiving funding through HPS and CHPI during the past iteration were also asked to describe learnings from their previous experiences and demonstrate progress in those areas of the project.

A total of 34 applications were submitted with a combined annual request of \$8,949,350.

The Homelessness Funding Implementation Group (HFIG) consists of eleven community members who have a range of professional and/or personal experiences related to issues of homelessness in Hamilton. The HFIG group evaluated the CFA applications and provided City staff with recommendations for funding based on a series of criteria related to the funding proposals and projects. The General Manager of Community and Emergency Services approved these recommendations based on Council approved delegated authority (Reports CES14005 and CS13017a).

In addition, the City of Hamilton has allocated 20% of HPS funding to Aboriginal specific homelessness interventions. This arrangement was developed in 2004 in acknowledgement of the disproportionate rates of homelessness among Aboriginal people. A review of the funding relationship between the urban Aboriginal community and the City of Hamilton was conducted in 2013. The Aboriginal community is guided by their own Community Plan and CFA process. The Aboriginal Community Advisory Board will provide the City of Hamilton with recommendations for final approval in February of 2015. A specific funding allocation for Aboriginal interventions does not apply to the CHPI program. Therefore, Aboriginal proposals were received through the City's CFA process for CHPI funding only.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

None

RELEVANT CONSULTATION

A series of workshops, information sessions and consultation events took place throughout 2014. Through these activities Housing Services Division staff developed research briefs, and a series of local funding priorities related to Housing First and Homelessness Prevention. The funding priorities identified are; Housing First, Homelessness Prevention and Community Capacity Building.

To assist with the review of the CFA applications the Housing Services Division recruited community representatives to participate in the HFIG. Members of HFIG applied through a selection process. The group consists of eleven members who have a range of professional and personal experiences related to homeless issues. Representation includes; landlords, health/mental health sector, criminal justice sector, Urban Aboriginal, and people with lived experience. All members are volunteers and represent their respective sector.

ANALYSIS AND RATIONAL FOR RECOMMENDATION

As the administrator of HPS and CHPI funding, the City must consider a number of factors during the project selection process. Funding requirements must be considered to ensure that program guidelines, prescribed targets and community outcomes are achieved. Details of these requirements were presented to the Emergency and Community Services Committee on June 9, 2014 (Report CES14005a).

An evaluation process was undertaken to develop the funding recommendations. City staff developed an evaluation tool to assist the HFIG group in scoring the proposals. The evaluation process was based on the following criteria:

- Overall funding objectives and mandates;
- Overall targets and outcomes;
- Community priorities (HPS Community Plan and 10-Year Housing and Homelessness Action Plan);
- Emerging local trends;
- Vulnerable homeless populations (i.e. women, youth, Seniors, Aboriginal); and,
- Housing Intervention models based on best practices.

Proposals that were most aligned with these criteria were recommended for funding. A list of the approved projects is found in Appendix A of Report CES14005(b).

The federal government began to fund local homelessness projects in 1999. Hamilton has been receiving the same HPS annualized allocation since the program's inception nearly sixteen years ago. Federal homelessness funding has created a considerable legacy of innovative projects in the City however, without an increase in the funding allocation the City is required to reduce the number of services as labour and administrative costs continue to increase over time.

**SUBJECT: Housing First and Homelessness Prevention Call for Applications
Update (CES14005(b)) (City Wide) - Page 7 of 9**

In addition, the new HPS requirement to allocate a minimum of 65% of funding toward Housing First interventions represented a reduction in homelessness prevention interventions. During the last HPS iteration (2011-2014), 45% of existing projects would fit under the prescribed Housing First model. The new requirement thus represents a 20% loss in homelessness prevention projects to meet the new requirement.

The Province of Ontario's introduction of the CHPI on January 1, 2013 marked a significant change for the City of Hamilton. The new program provided greater flexibility to design and deliver services. With this increased flexibility, it is important that staff adequately assess local needs and monitor outcomes to better understand the effectiveness of the services that are being provided. In addition, the new program brought increased challenges with the elimination of social assistance benefits, and funding caps for previously cost shared programs such as Emergency Shelters. Although CHPI base funding was increased in 2014 (Report CS13017(b)), the allocation still falls short of the need.

The City of Hamilton's limited homelessness funding has also historically been used to support service gaps in other provincial jurisdictions including children/youth services, corrections, and health.

Funding agreements with the six unsuccessful projects identified will end March 31, 2015. The outcome of the CFA is not a direct reflection on the important services these projects provide to our community or their alignment with past funding requirements but rather a reflection of changing funding mandates, local priorities, expected housing outcomes and the increased costs of service provision through time.

If one-time funding is approved for the unsuccessful agencies identified below, City staff will ensure that transitional plans are in place and monitored throughout the one-time funding term.

Good Shepherd Centres – Trusteeship Program

The trusteeship program helps low income people manage their financial affairs and provides education/skills sessions. This program has received federal homelessness funding since 2002. This service primarily supports people in receipt of the Ontario Disability Support Program (ODSP) and should therefore be funded by the Province. It is estimated that 30% of people currently accessing the trusteeship program require some form of permanent support (e.g. power of attorney). One-time funding is recommended for 12 months to secure alternate funding sources, refer to alternate community services, and/or plan for service level reductions. People receiving service through the trusteeship program may alternatively receive financial management supports through the ODSP case managers, a public trustee or alternate community resources such as Credit Counselling at Catholic Family Services.

Good Shepherd Centres – Notre Dame Resource Centre

This program provides services to at-risk youth through youth specific referrals and meal programs. The program has received various iterations of one-time funding since 2011. The Notre Dame Resource Centre also provides services to youth in the Notre Dame Emergency Shelter. One-time funding is recommended for 12 months to address operational budget pressures that will effect emergency shelter services or modify service delivery in the youth shelter. Youth receiving supports through this program may also be referred to one of two approved projects; Housing First for Youth or Youth Homelessness Prevention, both of which will be offered through Catholic Children’s Aid Society.

Hamilton Housing Help Centre – PAWS

This program supports low income people with pet companions through fostering and kennelling as well as eviction prevention and landlord education. The program assists people to retain their pet ownership should they be required to stay in an emergency shelter or other temporary accommodations that do not allow pets. This program has been receiving federal funding since 2012. One-time funding is recommended for six months to build partnerships with local animal services such as the SPCA and the City’s Planning and Economic Development, Animal Services. People may receive eviction prevention and landlord/tenant education supports through the Hamilton Housing Help Centre’s core services.

Children’s Aid Society – Transitioning to Adulthood

This program provides services to youth in the care of the Society transitioning to independence. The program has been receiving federal funding since 2008. The Housing First for Youth and the Youth Homelessness Prevention projects offered through the Catholic Children’s Aid Society are able to provide services to at risk of homelessness youth in the child welfare system, including youth from the Children’s Aid Society. One-time funding is recommended for three months to wind down current services and refer youth to the alternate supports. The Children’s Aid Society and Catholic Children’s Aid Society currently work together through the Street Youth Planning Collaborative (SYPC).

Elizabeth Fry Society – Holistic Empowerment and Reintegration through Housing

The program is targeted toward women who are imprisoned, criminalized or at risk of being criminalized. Women receive court support, mobile supports (including while incarcerated), and drop in services. This program has been receiving federal funding since 2009. One-time funding is recommended for three months to wind down services and refer women to alternate supports to ensure housing stability. Women may receive services through the Supporting Our Sisters (SOS) program or the Staying Home Eliminating Eviction project which are offered through the Good Shepherd.

Out of the Cold – Feed the Need

This program provides breakfast and dinner from November – March to anyone who wishes to receive a meal. One-time funding is not recommended for this project as it will receive funding until the end of current year services (March 31, 2015). The program does not collect data, which is a term and condition of receiving either federal or provincial homelessness funding. Other meal programs also exist in the community and people being served at Out of the Cold may be referred to these programs should alternate funding not be secured by November 2015.

YWCA – Women’s Transitional Living Program

This program provides transitional living for women who are at risk of homelessness. Case management supports are provided to help women move into permanent housing. This program was approved to receive funding through the CFA process. The current funding agreement terminated December 31, 2015. It is recommended that bridge funding be provided from January – March 2015 to prevent service reductions until the new funding agreement begins on April 1, 2015.

ALTERNATIVES FOR CONSIDERATION

None

ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN

Strategic Priority #1

A Prosperous & Healthy Community

WE enhance our image, economy and well-being by demonstrating that Hamilton is a great place to live, work, play and learn.

Strategic Objective

1.6 Enhance Overall Sustainability (financial, economic, social and environmental).

Strategic Priority #2

Valued & Sustainable Services

WE deliver high quality services that meet citizen needs and expectations, in a cost effective and responsible manner.

Strategic Objective

2.1 Implement processes to improve services, leverage technology and validate cost effectiveness and efficiencies across the Corporation.

APPENDICES AND SCHEDULES ATTACHED

Appendix A to Report CES14005(b): Housing First and Homelessness Prevention Call for Applications