



**CITY OF HAMILTON**  
**COMMUNITY AND EMERGENCY SERVICES DEPARTMENT**  
**Housing Services Division**

<b>TO:</b>	Chair and Members Emergency & Community Services Committee
<b>COMMITTEE DATE:</b>	June 12, 2017
<b>SUBJECT/REPORT NO:</b>	YWCA Update (CES17027) (City Wide)
<b>WARD(S) AFFECTED:</b>	City Wide
<b>PREPARED BY:</b>	David Brodati 905-546-2424 ext. 6159 Amanda DiFalco 905-546-2424 ext. 3132 Greg Witt 905-546-2424 ext. 4288
<b>SUBMITTED BY:</b>	Vicki Woodcox Acting General Manager Community and Emergency Services Department
<b>SIGNATURE:</b>	

**RECOMMENDATION**

- (a) That the YWCA receive one-time funding to help offset costs related to the YWCA Transitional Living Program and associated case management support, in the amount of \$24,500 to be paid from the Social Services Initiatives Fund Reserve 112214; and,
- (b) That the outstanding business item “YWCA” be considered complete and removed from the Emergency and Community Services Committee’s Outstanding Business List.

**EXECUTIVE SUMMARY**

The YWCA Women’s Transitional Living Program provides temporary transitional housing and case management supports for women who are at risk of homelessness. The case management supports are provided with the goal of helping women move into permanent housing. The Transitional Living Program for Women currently receives \$251,418 in homelessness funding through the Housing Services Division sourced from Federal and Provincial homelessness funding programs. This funding relationship has existed since 2013 and has been annualized since 2014.

On April 10, 2017, the YWCA appeared as a delegation to the Emergency and Community Services Committee in regard to the lack of funding for the Transitional Living Program for Women. During this delegation a request for an annualized enhancement of \$300,000 was made to the Committee.

As part of the delegation presentation, the Chief Executive Officer of the YWCA indicated that City staff were not fully engaged with the YWCA on strategic discussions relating to the role that the Transitional Living Program and associated supports is playing in the community, as well as the need for additional ongoing funding to ensure the program's effectiveness and sustainability since their last delegation to the Emergency & Community Services Committee (ECS) on February 8, 2016.

Although the former Director of Housing Services met with the YWCA on three occasions (August 9, 2016, December 19, 2016 and February 27, 2017), the YWCA expressed frustration because they had attempted and were unsuccessful in meeting with the Director of Housing much earlier in 2016 to discuss their concerns on a more strategic level given the financial pressures they were experiencing. The permanent Director of Housing position was vacant from late February to the end of May 2016.

Staff and the YWCA have confirmed that there has been regular operational communication and meetings since February 2016. There were four contract meetings and two additional check-in meetings with the YWCA to discuss the financial monitoring and evaluation of program performance as per contractual obligations. In addition to this, there were a number of broader conversations about potential funding opportunities, funding priorities and system challenges. These broader conversations also included a number of community consultation and information sessions, of which the YWCA participated, regarding potential funding opportunities through emerging senior government programs. This frequency of contact is consistent with the many community agencies with whom the Housing Service Division works.

On May 11, 2017, the Grants Sub-Committee recommended that the YWCA receive one-time funding in the amount of \$21,126 from the City Enrichment Fund Operating budget, for transitional housing and case management supports. However, a further request of \$60,000 from the City Enrichment Fund Reserve was tabled. The YWCA's funding proposal was vetted through the City Enrichment Fund assessment process and was the highest rated program in the 2017 Community Services Stream (Category A – No One is Hungry or Without Shelter).

Staff reviewed the City Housing and Homelessness related Reserve accounts to determine if there are any funding opportunities that would fit the YWCA's transitional housing and case management supports for homelessness prevention. Staff are recommending that one time funding in the amount of \$24,500 from the Social Services Initiatives Reserve 112214 be allocated to the YWCA to help offset some of their 2017 costs related to the transitional housing and case management supports. These types of services provided by the YWCA are consistent with the purpose of the Social Services Initiatives Fund (i.e. urgent temporary social service program requirements).

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Staff will continue to liaise with the YWCA to explore potential funding opportunities, service efficiencies and integration, and affordable housing and homelessness systems planning and priorities.

***Alternatives for Consideration – Not Applicable***

**FINANCIAL – STAFFING – LEGAL IMPLICATIONS**

**Financial:**

Staff are recommending a one-time funding in the amount of \$24,500 be paid to the YWCA for Transitional Housing Supports in 2017 from the Social Services Initiatives Fund Reserve 112214.

**Staffing:**

There are no staffing implications associated with Report CES17027.

**Legal:**

Any funding awarded to the YWCA by the City would be secured by a legal contract that identifies the purpose of the funding, milestones, outcomes, monitoring and tracking.

**HISTORICAL BACKGROUND**

At the March 25, 2013 Emergency and Community Services Committee meeting, staff were directed to report back on the feasibility of providing one-time funding of up to \$250,000 to the YWCA Transitional Living Program

On April 15, 2013, the Emergency & Community Services Committee approved a recommendation to provide one-time funding for \$250,000 to the YWCA Transitional Living Program (Report CS13024) from the Community Homelessness Prevention Initiative budget, ending in December 31, 2013.

On November 25, 2013, the Emergency & Community Services Committee approved Report CS13017(a) recommending one-time funding be renewed in the amount of \$250,000 from the DOOR Reserve #112239 (one-time unconditional Federal funds for affordable housing flowed through the Province), ending December 31, 2014.

In July 2014, the City of Hamilton issued a call for proposals to award \$3.7M in funding for homelessness services which was sourced from a combination of Federal Homelessness Partnering Strategy (HPS) and Provincial Community Homelessness Prevention Initiative (CHPI) grant funding. The City received 34 submissions with over \$8.9M in funding requests. The YWCA requested \$597,098 and was ultimately awarded \$251,418 annually.

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On January 19, 2015, the Emergency and Community Services Committee approved Report CES14005(b) which recommended that bridge funding in the amount of \$62,500 from the DOOR Reserve #112239 be provided from January – March 2015 to prevent service reductions at the YWCA. This program was approved to receive annualized funding through the CFA process, however, additional interim assistance was required to prevent a gap in services until the new funding agreement of \$251,418 began on April 1, 2015.

On December 8 2015, the Emergency & Community Services Committee referred a request for an additional \$125,000 in annualized funding for the YWCA Transitional Living Program for Women to the 2016 budget process for consideration. The funding request was subsequently not approved as part of the 2016 budget deliberations.

In early 2016, city staff met with representatives from the YWCA and confirmed one-time transitional funding in the amount of \$60,000 from provincial CHPI funds to address the loss of a staffing position through the 2015 Call for Applications for homelessness funding.

On February 8, 2016, the YWCA appeared as a delegation to the Emergency and Community Services Committee about the lack of funding for their Transitional Living Program for Women. YWCA staff requested an additional \$125,000 in annualized funding. Council directed staff to continue working with YWCA Hamilton to identify alternate funding sources, opportunities and or efficiencies.

In addition, the YWCA received further one-time funding in the amount of \$50,000 as recommended by the Grants Sub-Committee, for a combined total of \$110,000 of one-time funding in 2016.

In October 2016, the City of Hamilton issued a targeted call for applications to existing projects already receiving homelessness funding, including the YWCA, to award \$250,000 in HPS funding for the 2016/2017 year. The YWCA submitted a proposal for an enhancement for their transitional housing services. The Homelessness Funding Implementation Group of the Community Advisory Board (CAB) reviewed proposals and recommended projects based on established criteria. The YWCA's proposal was not successful in the call for applications. A letter dated April 5, 2017 was sent to the YWCA advising them of this outcome.

On April 10 2017, the YWCA appeared as a delegation to the Emergency and Community Services Committee about the lack of funding for the Transitional Living Program for Women. During this delegation a request for an annualized enhancement of \$300,000 was made to the Emergency and Community Services Committee.

As part of the delegation presentation, the Chief Executive Officer of the YWCA indicated that City staff were not fully engaged with their organization on strategic

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discussions relating to the role that the Transitional Living Program and associated supports is playing in the community, and the need for additional on-going funding to ensure the program's effectiveness and sustainability.

Staff were directed to meet with senior representatives of the YWCA Hamilton and report back to the Emergency and Community Services Committee by June of 2017.

## **POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS**

Hamilton's 10-year Housing & Homelessness Action Plan CS11017(c).

## **RELEVANT CONSULTATION**

The YWCA provides input to overall systems planning in the housing and homelessness sector in a number of ways. The YWCA is an important voice on the Women's Housing Planning Collaborative (WHPC) and the Planning Group for the City's Housing & Homelessness Action Plan. The YWCA also collaborates through partnerships with many other community agencies in the delivery of community services.

## **ANALYSIS AND RATIONALE FOR RECOMMENDATION**

Staff met with the Executive Director of the YWCA and Director of Operations on April 19, 2017 to review the YWCA's funding request, the existing funding provided to the YWCA by or through the City, confirm meetings that took place in 2016 and 2017, discuss priorities, the homelessness serving system and potential funding opportunities.

City staff were represented by the Acting General Manager of the Community & Emergency Services Department along with the Acting Director of Housing Services, the Manager of Homelessness Policy & Programs and a Housing Services Division Contract Analyst. City staff agreed to follow up and continue to dialogue on a regular basis. The Acting General Manager had a further phone discussion with YWCA staff on May 17/17. A follow up meeting was held with the above participants on May 24/17.

On May 5, 2017, the Acting Director of the City's Housing Services Division along with a City Housing Loans Officer met with Director of Operations to discuss potential capital funding opportunities for the YWCA's affordable housing development plans.

### **The Current Service Environment**

The YWCA Women's Transitional Living Program at 75 MacNab Street South provides transitional living accommodations for 65 women who are at risk of homelessness. Case management supports are provided to help the women move into permanent housing. The majority of women participating in the program are referred from the emergency shelter system.

The YWCA plays a key role as a member of the Women's Housing Planning Collaborative (WHPC), the primary planning table for women's homelessness services in Hamilton. A wide variety of homelessness service providers are represented including but not limited to Emergency Shelter Providers, Transitional Housing Providers, Violence Against Women (VAW) Emergency Services and Support Providers, Outreach, Homelessness Prevention Service Providers as well as City staff. The WHPC is a venue to receive information from City staff as well as provide feedback to the City and communicate needs for women in the community. Representatives of the WHPC sit on the Planning Group for the City's Housing & Homelessness Action Plan.

In 2015, pressures surfaced in the women's system with emergency shelters running well over capacity. City staff began the process of exploring alternatives to address these pressures and in January 2016, in consultation and upon recommendation from WHPC, proposed to make additional investments in the women's homelessness system. These investments included opening 15 additional emergency shelter beds at Mountainview Native Women's Shelter and two homelessness prevention pilot programs for women and families; the Shelter Diversion Pilot Program for Families and the Rapid Rehousing Pilot Program for Women.

The City supports the collaborative efforts undertaken by WHPC. As stated in Hamilton's 10-Year Housing and Homelessness Action Plan, Hamilton values the need for *Integrated and Comprehensive Community Planning* which suggests moving away from an agency-based program-by-program approach and towards a system approach to ending homelessness. Housing Services staff will continue to work with WHPC as well as other community planning tables in making future strategic investment decisions.

#### The Current Funding Environment

Unfortunately, available funding through approved program budgets (Federal, Provincial and Municipal) cannot address all the affordable housing and homelessness prevention needs in the community. The YWCA is one of many community service providers expressing funding concerns and facing similar demands. This is evidenced by the volume and depth of funding requests the Housing Services Division received through a recent call for applications (CFA) processes for homelessness funding programs and through informal conversations with community partners.

The YWCA Transitional Housing for Women program is supported through the provincially funded Community Homelessness Prevention Initiative (CHPI). The CHPI budget is a capped budget which means Hamilton receives a fixed annual allocation based on a provincial funding formula, and does not receive funding based on local need or fluctuating trends in homelessness. The funding allocation has remained largely static since 2013, while many programs within it continue to incur variable and ever-increasing expenses.

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As part of a review of the CHPI program in 2013, a long term strategy to address the growing and continuing funding constraints was identified. The goal of this strategy was to attempt to shift funding from providing Emergency Services to providing more Homelessness Prevention and Housing First Programming. In November 2013, Emergency and Community Services Committee received Report CS13017(a) which outlined these goals more broadly.

Due to limited funding availability relative to overall community need, the YWCA, along with other community partners, have been forced to do more with less and City staff have continued to make difficult investment decisions in a constrained funding environment. These constraints will continue to challenge staff to explore opportunities to find efficiencies in service delivery and streamlining services in order to maximize funding.

The Federal government made a commitment in the 2017 budget to provide a significant increase to the Homelessness Partnering Strategy (HPS) beginning in 2019. This may provide additional funding opportunities for the homelessness serving system in Hamilton.

While existing homelessness program budgets are fully allocated, there is some limited potential for funding from other sources that may assist the YWCA on a one-time basis. Staff have examined these opportunities, which include but are not limited to:

- New Provincial “Home for Good” housing with supports program (capital and operating)
- Investment in Affordable Housing Extension (IAH-E) and Social Infrastructure Fund (SIF) (capital)
- City’s Poverty Reduction Investment Plan (capital)
- City Enrichment Fund (operating)
- City Reserve Accounts related to Housing & Homelessness (operating)
- Opportunities through the LHIN (operating)
- Increased Fundraising, Fees and General Revenues

Of the above opportunities, the initiatives that provide the best potential and fit for operating dollars for the YWCA are the Home for Good program, the City’s Enrichment Fund, and the City’s Housing and Homelessness related Reserves. For capital funding, there is potential opportunity under the Home for Good capital component and the IAH-E/SIF New Rental Housing Request for Proposals (RFP), as well as the City’s recently approved Poverty Reduction Fund for new affordable housing.

### Potential Funding Opportunities

#### Home For Good

The Province through the Ministry of Housing will be providing investments for supportive housing. This new supportive housing initiative will begin in 2017-2018 with

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increased funding in 2018-2019 and the Province's intention is to provide operating funding on an ongoing basis. Service Managers have submitted an Expression of Interest (EOI) that addresses their community need for supportive housing with a focus on the Province's priority areas by May 19, 2017 to address:

- Chronic homelessness
- Youth homelessness
- Indigenous homelessness; and
- Homelessness following transitions from provincially-funded institutions and service systems (e.g. hospitals and prisons)

The Home for Good program will support the Provincial government's goal to end chronic homelessness by 2025 and includes both an operating and capital funding portion. The capital portion of this program will fund units of affordable housing based on 80% of Average Market Rent and these units must be accompanied by housing supports and demonstrate sustainable funding for the length of the affordability period.

Service Managers (municipalities) were given a very short time (six weeks) to develop and submit their EOI to the Province. Fortunately for Hamilton, City staff have recent community planning and priority setting exercises to draw from to inform the EOI submission. For the operating funding portion of the EOI, the City's submission will be framed as follows:

Focus on the gaps in our homeless serving system with specific emphasis on:

- Enhanced resources to ensure that homelessness is a brief and non-reoccurring experience in people's lives, such as rapid rehousing services.
- Enhanced resources to meet the needs of high acuity individuals experiencing homelessness, including increased resources for housing allowances, intensive case management and health supports.
- Opportunities to continue to find solutions to offset pressures identified through the 2016 HPS Enhancement Call for Applications process, such as for homelessness prevention initiatives, for which the YWCA along with other agency services could be included.

#### IAH-E/SIF

For the capital component of Home For Good, the City will link to the already established procurement process under the IAH-E and SIF capital programs for new affordable rental housing. The City will be issuing an RFP in June 2017 for new affordable rental housing under the IAH-E and SIF programs, and will include a housing with supports component that would link to the Homes For Good capital funds should the City be successful with its EOI submission to the Province. The YWCA has already pre-qualified to submit capital funding proposals under IAH-E/SIF and as such would be eligible to submit under the housing with supports component of the RFP to take advantage of those funds along with potential Home For Good capital funds.

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### Poverty Reduction Fund

In April 2017, Council approved the Poverty Reduction Fund (BOH16034/CES16043) which establishes a Poverty Reduction Reserve with \$50 million in planned funding from 2017 to 2027, with: \$20 million derived by extending the payback term for existing City loans from the Future Fund from 2031 to 2036 for affordable housing; and \$30 million at \$3 million per year for 10 years derived from the dividend uplift to the City resulting from the merger of Horizon Utilities Corporation and several other local utilities.

At the April 10, 2017 GIC, a motion was approved that outlined how the \$50 million fund was to be spent, with \$40 million split equally between new affordable housing supply and rehabilitating the existing social housing stock, and the remaining \$10 million allocated to the Indigenous community for housing and homelessness prevention services.

As directed by Council, staff will bring back for consideration in July 2017 an implementation plan for the spending of the fund. Subject to the details of the implementation plan, the new affordable housing supply component of the Poverty Fund could be a potential funding opportunity for the YWCA's capital plans.

### City Enrichment Fund

On May 11, 2017, the Grants Sub-Committee recommended that the YWCA receive one-time funding in the amount of \$21,126 from the City Enrichment Fund Operating budget, for transitional housing and case management supports. However, a further request of \$60,000 from the City Enrichment Fund Reserve was tabled. The YWCA's funding proposal was vetted through the City Enrichment Fund assessment process and met the program's criteria.

### City Reserve Accounts

Staff reviewed relevant reserve accounts related to housing and homelessness to determine if there are any funding opportunities that would fit the YWCA's transitional housing and case management supports for homelessness prevention.

Reserve Account #112249, Downtown Housing Initiatives, has been inactive since 2005 and retained a balance of \$24,500 at the beginning of 2017. The reserve was originally established from the surplus of Capital Work In Progress accounts, and intended to fund housing development in the Downtown as part of downtown rejuvenation initiatives. In April 2017, the \$24,500 balance for this dormant reserve was transferred to Reserve #112214, Social Services Initiatives Fund. The purpose of the Social Services Initiatives Reserve is to fund urgent temporary/finite program requirements (e.g. Emergency Shelters) and recommendations from the Poverty Roundtable.

Staff are recommending that the \$24,500 transfer from the Downtown Housing Initiatives Reserve #112249 to the Social Services Initiatives Reserve #112214 be

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allocated to the YWCA, as one time funding, to help offset some their 2017 costs related to the transitional housing and case management supports. The services provided by the YWCA are consistent with the purpose of the Social Services Initiatives Fund (i.e. urgent temporary social service program requirements). The YWCA transitional housing units are located in the Downtown and so there is some consistency with the original Downtown Housing Initiatives reserve, albeit being operating dollars rather than capital.

## **ALTERNATIVES FOR CONSIDERATION**

None

## **ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN**

### **Community Engagement & Participation**

*Hamilton has an open, transparent and accessible approach to City government that engages with and empowers all citizens to be involved in their community.*

### **Healthy and Safe Communities**

*Hamilton is a safe and supportive city where people are active, healthy, and have a high quality of life.*

### **Our People and Performance**

*Hamiltonians have a high level of trust and confidence in their City government.*

## **APPENDICES AND SCHEDULES ATTACHED**

None