

CITY OF HAMILTON Healthy and Safe Communities Department Housing Services Division

TO:	Chair and Members
	General Issues Committee
COMMITTEE DATE:	June 19, 2023
SUBJECT/REPORT NO:	Reducing Homelessness and Managing Encampments (HSC24027) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Shannon Honsberger
	Danielle Blake
	Rob Mastroianni
SUBMITTED BY:	Michelle Baird
	Director, Housing Services Division Healthy and Safe Communities Department
SIGNATURE:	- Shi

RECOMMENDATIONS

- (a) That staff report back with the results of a call for information on the feasibility and costs associated with creating new shelter beds with 25% being pet friendly, in the following bed numbers: Men's singles: 110, Women's singles: 50, Couple's: 55.
- (b) That Council approve enhancements to the homeless-serving system for an approximate cost of \$1,556,000 between August 1 and December 31, 2024, to be funded first from any available government funding, then from any 2024 Housing Services Division surplus, then from any 2024, Healthy and Safe Communities Departmental Surplus, and lastly from any 2024, Corporate Surplus or any source deemed appropriate by the General Manager of Corporate Services; and that those enhancements are as follows:
 - (i) approximately \$940,000 be added to enhance existing shelter operator contracts by 25% to rectify historic underfunding;
 - (ii) approximately \$266,000 in additional funding to enhance the Hamilton Regional Indian Centre's indigenous drop-in program;

- (iii) approximately \$210,000 to enhance Rapid Rehousing and Intensive Case Management supports to improve outflow from shelters into permanent housing;
- (iv) approximately \$40,000 be approved for one full-time equivalent for Housing Service Division to provide tax filing support for those experiencing homelessness; and
- (v) approximately \$100,000 to be provided to housing landlords for exceptional unit damage as a result of housing an individual from City-funded case management programs.
- (c) That staff be directed to prepare a motion to amend the Encampment Protocol to mitigate impacts on those living in and around encampments as outlined in Appendix "A", which was approved by Council on August 18, 2023, including:
 - (i) removing the following provision from Section D, indicating the removal of encampments, temporary shelters, or tents "on or within 50 metres of the Hamilton Alliance for Tiny Shelters model site. For the purpose of this site the full length of the Strachan Linear Park, Bay Street North to Ferguson Street North, will be considered the site.";
 - (ii) adding an exclusion from allowing encampments, temporary shelters, or tents for the full length of the Strachan Linear Park, Bay Street North to Ferguson Street North until further park development options can be explored:
 - (iii) Establishing a minimum distance of 100m for additional sensitive uses, specifically around funeral homes and long-term care residencies as well as spaces that are designed and programmed for children as an amendment to the encampment protocol;
 - (iv) Amending the requirement to keep 5 metres from sidewalks during the winter months to be a full year requirement, and to include walkways and pathways in this requirement; and
 - (v) Establishing a minimum 25m distance from active construction sites
- (d) That Council approve additional investments into encampment management, for an approximate cost of \$286,000 between August 1 and December 31, 2024, to be funded first from any available government funding, then from any 2024, Housing Services Division surplus, then from any 2024, Healthy and Safe Communities Departmental Surplus, and lastly from any 2024, Corporate Surplus or any source deemed appropriate by the General Manager of

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Corporate Services; and that those enhancements are as follows:

- (i) approximately \$108,000 be approved to increase Housing-Focused Street Outreach support;
- (ii) One permanent FTE to provide program coordination, at an approximate cost of \$48,000;
- (iii) Make permanent one Community Services Program Analyst FTE supporting the Housing Focused Outreach Team, at an approximate cost of \$42,500;
- (iv) approximately \$130,000 to provide two Social Navigator Paramedic by Hamilton Paramedic Service; and
- (e) That the following items be referred to the 2025 municipal tax operating budget for an annual cost of \$4,186,000
 - (i) approximately \$2,255,000 be added to enhance existing shelter operator contracts by 25% to rectify historic underfunding;
 - (ii) approximately \$400,000 for ongoing operations of the Hamilton Regional Indian Centre's indigenous drop-in program;
 - (iii) approximately \$500,000 for enhanced Rapid Rehousing and Intensive Case Management supports to improve outflow from shelters into permanent housing;
 - (iv) approximately \$90,000 for one permanent full-time equivalent for Housing Service Division to provide tax filing support for those experiencing homelessness;
 - approximately \$250,000 for exceptional unit damage because of housing an individual from City-funded case management programs;
 - (vi) approximately \$266,000 for increased Housing-Focused Outreach support;
 - (vii) One permanent FTE to provide program coordination, at an approximate cost of \$115,000;
 - (viii) Make permanent one Community Services Program Analyst FTE supporting the Housing Focused Outreach Team, at an approximate cost of \$100,000;
 - (ix) approximately \$310,000 to provide enhancements for two Social Navigator Paramedics by Hamilton Paramedic Service; and

- (f) That the appropriate General Managers of Public Works and the Healthy and Safe Communities Department or their designate be directed and authorized, on behalf of the City of Hamilton, to enter into, execute and administer all agreements and documents necessary to implement recommendations (a) and (b), inclusive of all sub-sections, outlined above on terms and conditions satisfactory to the respective General Manager or their designate and in a form satisfactory to the City Solicitor.
- (g) That two Outstanding Business items be removed from the list including:
 - (i) A 2023 OBL item respecting increasing beds in Residential Care Facilities
 - (ii) A 2023 OBL Item respecting reporting back on a proposed investment ratio for Housing Services Division

EXECUTIVE SUMMARY

This report follows Report HSC240020/PED24080/PW24030, Encampment Observation Report, to provide recommendations on how the City may reduce instances of acute and chronic homelessness in the community and reduce impacts of encampments on neighbourhoods. This work is rooted within the housing continuum, with recommendations to better connect those covered under the encampment protocol to emergency shelter and outflow supports, and subsequently into more permanent housing solutions as governed by the Housing and Homelessness Action Plan and Housing Sustainability Investment Roadmap.

The high rates of homelessness in Hamilton are a shared issue influenced and intensified by the failure to increase Ontario Works and Ontario Disability Support Program rates; rising inflation, interest rates, and the cost of living; an influx of refugee claimants and asylum seekers; and an extreme shortage of affordable and deeply affordable housing options exacerbated by bad faith renovictions. As the Service Manager for Hamilton, staff continue to assess whether enhancements are needed to manage demand, but also advocate with government partners and prioritize investment into homelessness prevention and outflow supports.

That said, Hamilton's response to the homelessness crisis is improving. The most recent data shows that vacancy in CityHousing Hamilton units decreased from 9% in March 2023 to 5.5% in April 2024, and is on track to a target of 2% vacancy by the end of the year. CityHousing Hamilton has also completed 66% of repairs that were funded by Council, and is on track to complete these repairs by November. There has also been successes in homelessness services, like the reduction of family hotel stays from 400 in 2023 to 87 days in 2024. This is largely due to the concerted efforts of community partners, City investments, and forward-thinking policy decisions. Work

continues to implement the interventions approved as part of Report HSC23041: Addressing the Needs of Unsheltered Individuals and those Relying on Hamilton's Emergency Shelter System (HSC23041), and those approved in Budget 2024. Despite some successes, the demand for services continues to be larger than the available or approved resources and the number of encampments in Hamilton continues to be high. We know that the shelter system is consistently at 99-100% occupancy with many individuals and families being turned away each night. While we continue to provide 52 hotels rooms (or 208 beds) as overflow, this paired with the current capacity of 345 permanent and 20 temporary shelter beds does not come close to meeting the needs of the roughly 1592 people experiencing homelessness in the City. The need for shelter spaces is not easily quantifiable, as there is no accepted model of need per capita, and Hamilton has several social and econonomic factors that increase our need compared to other similar sized cities. Also contributing to a lack of shelter outflow is a shortage in available Long Term Care beds, limiting options for seniors experiencing homelessness. To improve our sector's ability to respond to the continued homelessness crisis and reduce the resulting impacts on other areas of the City, staff are recommending a variety of investments into encampment management, the shelter system, and outflow supports. This is intended to improve the rate at which individuals and families can be served within the emergency system and enter permanent housing, thereby reducing the prevalence of encampments in Hamilton.

Recommendations to reduce instances of homelessness include:

- Conducting a Call for Information to assess the costs associated with expanding the shelter system.
 - This recommendation would seek information from shelter operators the costs associated with adding 110 single men, 50 single women, and 55 couple spaces with 25% being pet friendly, to right-size the shelter capacity and close known service gaps for pet owners and couples. Staff will return with this information, as well as any additional resources needed to support that expansion including staff resources as well as potential investments into outflow supports like rent supplements.
- Approving a one-time adjustment of shelter operating costs by 25%
 - This is in recognition of historic underfunding across the last two decades and is intended to bring operations to a more appropriate baseline. The 2023 approval for cost-of-living adjustments would continue and better support funding adjustments.
- Enhance funding for Indigenous drop-in spaces, an important support for connecting individuals with culturally appropriate programs
 - funding for a portion of this program expired in March 31, 2024 despite this program being a critical support and entry point for unhoused indigenous people in Hamilton.

- A 10% funding increase to case management programs to expand caseloads as well as improve the quality of supports provided.
- Improving access to and prioritization of unhoused individuals on the Access to Housing Waitlist
 - Staff are recommending one Housing Services Clerk to help clients file their taxes, an identified barrier to completing an Access to Housing application.
 - Within current complement, staff will be reviewing the prioritization of homeless individuals on the waitlist to increase the rate of offers being provided to individuals on the By-Name-List. Any changes to the process would be brought to Council for approval.
- Beginning a Landlord Engagement program whereby staff can support landlords that house individuals out of homelessness.
 - As part of this program, staff are recommending providing up to \$250,000 in financial aid to landlords experiencing excessive unit damage.

Recommendations to minimize unintentional consequences of encampments include:

- A variety of updates to the Encampment Protocol, as shown in Appendix "A" to Report HSC24027, including
 - Including a minimum distance of 100 metres around funeral homes, long-term care facilities and spaces that are designed and programmed for children as an amendment to the encampment protocol; in recognition of family members attending these locations, as well as a minimum distance around construction sites of 25m for the safety of those living encamped.
 - Extending the requirement of a minimum distance from sidewalks of 5m during winter to accommodate snow clearance to be a full year requirement to address concerns around walkways and sidewalks.
- Increased resourcing for the Housing-Focused Outreach Team to
 - o better resource winter response programs and address rising encampment numbers in the warmer months.
 - Create a permanent program coordinator to coordinate inquiries from the public, internal stakeholders and members of Council.
- Increase services to those living in encampments and those around encampments through:
 - Enhancing the Social Navigation Program provided by Hamilton Paramedic Services and Hamilton Police Services. This program provides short-term intensive case management, including assessments, connection to experts,

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point-of-care testing and wound care to improve the health outcomes of those living unsheltered.

Recommendations to remove items from the Outstanding Business List include:

- Expanding Residential Care Facilities
 - Residential Care Facility subsidies are funded through provincial funding which is currently fully expended with no anticipated increase. Further, there are consistently vacancies in the program based on low demand. Staff do not recommend spending further funding on a program that may not get utilized
- Housing Investment Ratio
 - Staff researched this area further and have not found reliable data to inform a recommendation to Council. Without reliable data, staff are not able to recommend an evidence-based approach and recommend continuing efforts to promote prevention of homelessness and outflow supports with the eventual goal of reducing funds directed towards emergency supports in accordance with decreasing demand in the community.

In addition, staff are recommending one confidential item to be considered in closed session. The closed session recommendation pertains to staff recommendation to make the Community Services Program Analyst a permanent position. This position supports data collection and analysis for the encamped population to inform management of encampments and improving services for those living unsheltered.

With these investments, as well as continued quality improvement work within the Division, we can create capacity within shelter and housing supports to accommodate more of those living in encampments, accelerate and improve housing outcomes for those already in receipt of emergency supports, and reduce the impacts of encampments on those living or working nearby.

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FINANCIAL - STAFFING - LEGAL IMPLICATIONS

Financial: There are financial implications to recommendations (c) and (e). Most are prorated in 2024 to begin funding in August 2024, however the Hamilton Regional Indian Centre is prorated to April, as there was previously available funding that concluded March 31, 2024.

Recommendation	2024 Cost (approximate)	Annualized Cost (approximate)
Closed session	\$42,000	\$100,000
recommendation (a)		

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Recommendation	2024 Cost (approximate)	Annualized Cost (approximate)	
(c)(ii) Shelter operating costs	\$940,000	\$2,255,000	
(c)(iii) HRIC Drop-In	\$266,000	\$400,000	
(c)(iv) Case management	\$210,000	\$500,000	
(c)(v) Tax Filing Resourcing	\$40,000	\$90,000	
(c)(vi) Unit Repairs	\$100,000	\$250,000	
(e)(i) Housing Focused Outreach Resourcing	\$108,000	\$266,000	
(e)(ii) Program Coordination	\$48,000	\$115,000	
(e)(iv) Social Navigators	\$130,000	\$310,000	
Total	\$1,884,000	\$4,286,000	

Staffing: Staff recommend 3 additional permanent FTEs, one each for data collection, tax filing, and program coordination. The remaining work would be completed within existing complement or as an enhancement to an existing contract.

Legal: support is needed to develop and review contracts.

HISTORICAL BACKGROUND

On March 23, 2023, the Ending Chronic Homelessness Report (HSC23021) was received by Council. The report provides an outline of the comprehensive approach and investments required to end chronic homelessness in Hamilton. A performance update on Q1 and Q2 was provided to council on November 16, 2023 (HSC23076).

The Housing Sustainability and Investment Roadmap (HSIR) was published in April 2023 and updated in November 2023. This roadmap builds upon the Housing and Homelessness Action Plan. On April 19, 2023, the General Issues committee approved report HSC23028/FCS23055/PED23099 Housing Sustainability and Investment Roadmap to guide affordable housing issues cross-departmentally.

August 14, 2023, the report Addressing the Needs of Unsheltered Individuals and those Relying on Hamilton's Emergency Shelter System (HSC23041) was presented to Council. The report identified that the number of individuals living unsheltered and the number of individuals who are homeless continues to rise in Hamilton and the shelter system continues to be over capacity. This report included recommendations to continue funding shelter overflow beds for families and make investments into shelter bed expansion and homelessness prevention.

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On August 18, 2023, Council adopted and ratified an Encampment Protocol in Encampment Response Update – August 2023 (HSC23066), identifying approaches, processes, and service levels associated with responding to encampments in the City. In addition, Council provided necessary resources in staffing and equipment to support the implementation of the Protocol. While a broad approach involving sanctioned sites was not recommended by Staff due to its prohibitive costs better utilized in prevention efforts and/or housing, Council also approved a two-year Hamilton Alliance for Tiny Shelters pilot for up to 25 tiny homes on City lands at no cost to the City. The City was asked to provide a location, and while the City continues to work with HATS to secure a location, none has yet been agreed upon.

The Annual Winter Response Strategy (HSC23012) was approved by Council in September 2023 and an amendment was made in March 2024 (HSC23012(a)) to extend the response from April 2024 until December 1, 2024, as it has been demonstrated that the need for services in the community continues beyond the winter season.

The Encampment Observation Report (HSC24020 / PED24080 / PW24030) was presented to General issues Committee on May 17, 2024 which detailed information around the first eight months of using the Encampment Protocol. It also recommended returning to Council with recommendations on how to reduce homelessness, and staff were directed to include recommendations on reducing the impact of encampments on neighbourhoods.

The Housing and Homelessness Action Plan (HHAP) was published in 2013 and updated in 2020 demonstrating Hamilton's commitment to ending homelessness. In 2019, the Coming Together to End Homelessness report was published, which provides an outline of Hamilton's strategy to end homelessness.

RELEVANT CONSULTATION

In July 2022, The Social Planning and Research Council of Hamilton released a key findings report, *Hamilton Post-Pandemic Emergency Shelter Size Review* for the City of Hamilton. This was included as Appendix "A" to Report HSC23041. The preparation of this report included interviews and focus groups with agencies providing shelter services, outreach, diversion, and prevention, and/or drop-in services. Qualitative data was also gathered in consultation with partners from Indigenous-led agencies, youth, women's, men's and family services as well as service providers that provide outreach services to shelter clients and unsheltered populations. This report includes recommendations for prioritization of additional supports in the shelter system including prioritizing the Indigenous community, safe and deeply affordable housing with supports, staff recruitment and retention, and an increase in emergency shelter responses particularly for the Indigenous, women's and family sectors.

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The November 2023 Report HSC23076, Ending Chronic Homelessness Performance Update, included performance results that had been provided, reviewed, or confirmed by representatives from the individual reporting programs through multiple engagement sessions and data collection points. At that time a full list of the reporting and engagement opportunities was included as Appendix "B" to Report HSC23076.

In November 2023, the Homelessness Policy and Programs team from the City of Hamilton's Housing Services Division hosted an event entitled *Coming Back Together to End Homelessness*, bringing together community partners from across the homeless-serving sector, healthcare, settlement services, social housing providers, and people with living experience to learn from each other, collaborate, and to discuss opportunities for greater impact in ending homelessness. Discussions highlighted strengths of the sector, areas for improvement and acknowledgement of the existing challenges and limitations experienced in the sector.

Since the establishment of the Encampment Protocol in August 2023, the operation of a centralized inbox allows staff to respond quickly to community correspondence and monitor community perspectives. Concerned citizens make up 31% of the correspondence with the Housing Focused Street Outreach team, the other categories include Municipal Law Enforcement (15%), Public Works (12%), Councillor's Offices (11%), the City's Contact Centre (10%), as well as other groups in less significant numbers such as Hamilton Police, Business Improvement Areas, schools and hospitals.

Staff also worked closely across Planning and Economic Development, Public Works, and Healthy and Safe Communities to determine areas for improvement.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

While the data availability has been hampered by the cyber-security incident, staff do have trend-level data up until January, as well as informal data collected through weekly visits to encampments that has informed the recommendations within this report. Figure 1 shows population count across the last two years, divided by length of homelessness.

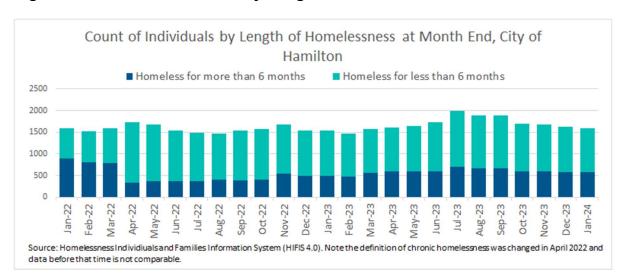


Figure 1: Count of Individuals by Length of Homelessness at Months End¹

An important factor in this graph is the proportion of individuals experiencing homelessness for more than 6 months. These individuals are often of higher acuity, and in need of more services to become "rent-ready" and successful in maintaining their housing. As such, they are often clients within the Rapid Rehousing and Intensive Case Management programs. There has been between 500 and 700 individuals in that category across 2023. To ensure that more individuals gain access to these supports, staff recommend increasing funding to these programs to increase the caseload capacity and improve service.

Figure 2: Approximate Demographics of Those Living Unsheltered

Current Approximate Total Number of Individuals Living Unsheltered in Hamilton: 205					
Demographic Breakdown:					
Couples		Singles (Males)		Singles (Females)	
41 (82 inc	dividuals)	84		39	
Couples with Pets	Couples without Pets	Single Males with Pets	Single Males w/o pets	Single Females with Pets	Single Females without Pets

¹ Note: the increase in the total count of individuals increasing in the summer of 2023 was a result of changes in data reporting. The count of individuals is consistently approximately 1600.

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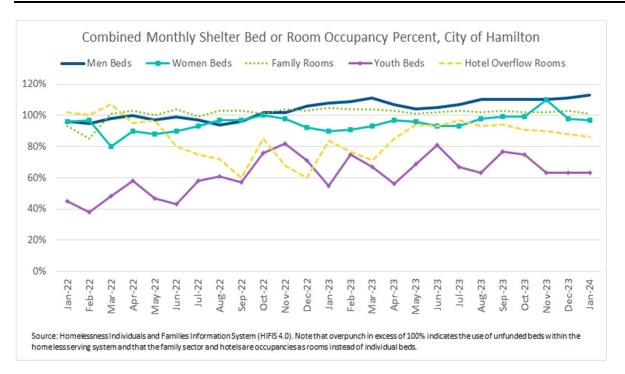
11 16 dogs total	30	19 20 dogs total	65	9 18 dogs total 6 cats total	30
Total People with Pets: 50 (18 individuals, 11 couples) Total Pets: 60 (54 dogs, 6 cats)					

Further, Housing-Focused Outreach staff maintain an informal count of individuals living in encampments. There are currently over 90 encampment sites with over 200 individuals. While there will always be individuals who prefer to live outside, there are individuals who would shelter within City-funded programs if there were appropriate spaces. However, city-funded shelters are consistently at, or over, capacity (Figure 3). In addition to these capacity pressures, there are gaps in service for individuals with pets and couples without children. Because there is no space for those who are unwilling to access shelter separately from their partners, these individuals often chose to live in encampments. Without additional resources in these targeted areas, encampments are likely to persist. As such, staff used peak encampment population numbers, plus 10%, from last summer to develop the number of new shelter beds to consider funding through the recommended Call for Information.

Drop-in programs are funded, in part, to capture individuals who are not otherwise sheltered. However, a critical drop-in program serving the indigenous population recently lost some of their funding and had to downsize their program. To rectify this, for an already over-represented group within the homeless population, staff recommend the City fund the gap.

Figure 3: Combined Monthly Shelter Bed or Room Occupancy Percent

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In tandem with the high demand for services, shelter operators are been chronically underfunded. As part of Budget 2023, Council approved an ongoing cost-of-living adjustment for all City-Funded shelters. While this assuages issues of continued underfunding, it does not resolve the cumulative effect over the past several years. Staff are recommending a percentage increase to all shelter contracts to reestablish more appropriate funding levels. This percentage rate is based on the percentage of total operating costs that operators augment through other funding sources such as donations. This other funding ranges between approximately 12 and 35% of their total operating costs.

Inflow and Outflow are the terms used to describe those entering and exiting the emergency support system. Figure 4 depicts the rate of inflow and outflow, including an increase to inflow between February and July 2023. This aligns with the observed increase in encampments over last summer. However, outflow numbers improve from August onward as population numbers decreased. Investments into prevention of inflow and accelerated outflow is how the City can reduce overall reliance on the emergency system. Some factors which influence inflow remain outside of the City's control, however, including the rate of asylum seekers and refugee claimants that choose to settle in Hamilton.

Figure 4: Count of Individuals Entering and Exiting Homelessness at Month End

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In addition, Hamilton is improving the rate at which individuals are housed through City-funded programs. Figure 5 shows the number of individuals moved into housing that was facilitated by City programs. In 2022, the City averaged 28.75 'move-in's' per month and increased that to an average of 38.9 in 2023. This may be attributed, in part, to the opening of Dorothy Day Place in May 2023. However, removing outlier months of 60 move-ins or more, the averages still show an increase to outflow in 2023 (25.9 and 36.4, respectively).

Figure 5: Count of Housing Move-Ins Facilitated by City-Funded Homeless Programs by Month

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Despite these improvements at the population level, the effects of further investment will take time to realize. During that time, encampments will continue across the City. To better manage any impacts to those living in or around encampments and those working nearby, staff recommend several improvements in alignment with program design needs and community concerns.

Inquiry	Mitigation
Reporting an	Increase the Housing Focused Street Outreach
encampement (27% of	complement to support anticipated increased
inquiries)	encampment numbers during the summer, and support winter response programs during the winter months.
Feelings of intimidation and lack of safety (25%)	Implementing minimum distances from walkways and pathways, and maintaining a minimum distance from roads throughout the year (instead of only during snow plowing season).
	Establishing a minimum distance from funeral homes, long-term care homes and spaces that are designed and programmed for children.
Requesting Enforcement (19%)	Staff do not recommend changing the enforcement approach
Waste & Debris (15% of	Collection of waste is already in place and occurring
inquiries)	daily in some places. Staff do not recommend a change
	to this process.
Healthy and Safety of	Increase the Social Navigator Program with two
those living unsheltered	additional Paramedics to better connect those living

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(11%)	unsheltered with healthcare, and provide onsite supports like wound care, point-in-care assessments, and harm reduction supplies.
	Establishing a minimum distance from construction sites to ensure individuals are a safe distance from active work

The Community Services Program Analyst supports analysis of encampment correspondence, as well as data collection from encampment residents. This enables Housing Services to continue to optimize the application of the Encampment Protocol and better connect individuals to emergency supports. Due to the prevalence of encampments, and the anticipated continuation of encampments, staff recommend making this position permanent. In addition, staff recommend an additional permanent FTE in Housing Services Division to coordinate responses to community inquiries.

ALTERNATIVES FOR CONSIDERATION

Additional amendments may be considered for the Encampment Protocol including:

- 1. A setback from private property line. While staff recognize the need to limit impacts to private property, increasing the setback beyond 5m would restrict smaller downtown compliant sites.
- 2. Limiting to five tents in parks, regardless of size. Staff do not recommend this approach as it would be very limiting and not an equitable approach across the city.
- 3. Exclude tents from all parks with construction. This is also not recommended as it would close all parks for any type of construction and reduce the number of compliant sites.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report HSC24027 – Proposed Updates to the Encampment Protocol