

CITY OF HAMILTON

COMMUNITY SERVICES DEPARTMENT
Housing Services Division

TO: Chair and Members Emergency & Community Services Committee	WARD(S) AFFECTED: CITY WIDE
COMMITTEE DATE: November 23, 2011	
SUBJECT/REPORT NO: Ontario Municipal Partnership Program Reconciliation Re-Investment (CS11095) (City Wide)	
SUBMITTED BY: Joe-Anne Priel General Manager Community Services Department	PREPARED BY: Gillian Hendry 905-546-2424 Ext. 4818
SIGNATURE:	

RECOMMENDATION

- (a) That the revised policy and procedure for approval of expenditures from the Social Services Initiative Reserve (Account #112214), attached as Appendix A to Report CS11095 be approved; and,
- (b) That the following programs continue to be funded through the Social Services Initiative Reserve (Account #112214) until December 31, 2015:
 - (i) Emergency Shelter and Intensive Case Management Services - \$350,000 annually;
 - (ii) Food Banks and the Christmas Hamper Program - \$350,000 annually; and,
 - (iii) Affordable Transit Pass Program - \$300,050 annually.

EXECUTIVE SUMMARY

On April 13, 2011, Council approved Report FCS11027/CS11031, Ontario Municipal Partnership Fund (OMPF) Reconciliation Re-Investment. It was determined that:

- 50% of the OMPF (\$4,075,800) was to be transferred to the Social Services Initiative Fund (Account #112214) to support one-time social services related costs.
- A Reserve Policy for the Social Services Initiatives Reserve Fund was to be prepared and staff was to consult with the public on this policy.
- Consideration was to be given to establishing a public advisory committee to guide allocation of the funds, similar to the community board that guides allocation of federal homelessness funding.

The revised Policy and Procedures for Approval of Expenditures from the Social Services Initiative Reserve (Account #112214), is attached as Appendix A to Report CS11095.).

It is recommended that funds from the Social Services Initiative Reserve (SSIR) be used for initiatives that address the root causes of poverty such as affordable housing, food security, income security, accessible transportation, participation in civic life and safe neighbourhoods as outlined in a report prepared by the Hamilton Roundtable for Poverty Reduction called Making Hamilton the Best Place to Raise a Child: A Change Framework for Poverty Reduction (June 2006).

The revised SSIR Policy and Procedures outlines the following eligibility criteria for the funding:

- All programs funded through SSIR must address the root causes of poverty as outlined in a report prepared by the Hamilton Roundtable for Poverty Reduction called Making Hamilton the Best Place to Raise a Child: A Change Framework for Poverty Reduction (June 2006).
- Priority will be given to existing programs previously endorsed by City Council;
- New programs may be funded upon the approval of Council, if in alignment with the SSIR principles and criteria;
- The community including those with lived experience be engaged in a consultation process for any new program funded through the SSIR, and;
- No other funding source is available.

A number of factors were considered in the development of the SSIR policy including financial sustainability, community engagement in decision-making and the impact on the workload of existing City staff.

Staff considered two options in the development of policies and procedures for the SSIR:

- Option One was based on the procedures for the allocation of the Federal Government's Homelessness Partnering Strategy (HPS) funding;
- Option Two (recommended by staff) limits the funding to programs presently funded through SSIR and other programs that meet the eligibility criteria;

A number of existing local services and programs rely on funding from SSIR or other municipal reserves to remain in operation or to maintain their service levels such as the Food Banks and the Affordable Transit Pass.

The demand for funding to maintain existing programs and emerging pressures continues to grow. The City of Hamilton, as well as the Provincial and Federal governments are in a period of fiscal constraint. It is anticipated that the trend to reduce the transfer of funding to the municipal level from senior levels of government for social service programs will continue and the SSIR will be relied upon to maintain current levels of service in the community for the most vulnerable citizens of Hamilton.

The Social Justice Strategic Committee (SJSC) representing poverty and welfare advocacy groups in the community was consulted in the development of the policy. The SJSC supports Option One because there is a strong community consultation process including a Community Advisory Board. To address their concerns, it is recommended that any new program funded through SSIR have a community engagement process with an emphasis on citizens who access the program such as those with lived experience.

Alternatives for Consideration – See Page 6

FINANCIAL / STAFFING / LEGAL IMPLICATIONS (for Recommendation(s) only)

Financial: There is a balance of \$(\$4,075,800 in the Social Services Initiative Reserve (Account #112214). During the 2011 budget process, Council referred two enhancement requests to the SSIR for consideration:

- \$350,000 funding for Emergency Shelter and Intensive Case Management Services: and,
- \$350,000 for the Food Banks and the Christmas Hamper Program.

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Estimated annual funding is required in the amount of \$300,050 to continue with the Affordable Transit Pass Program commencing 2012.

To provide sustainable funding for these programs, it is recommended that the allocation of funding from SSIR be annualized funding for a four year time frame of 2011 to 2014. In 2015, the City will start to experience the benefit of the social assistance upload which may free up funding for a permanent and sustainable increase in the operating budget for the Community Services Department to enable to ensure permanent funding for these programs.

If the above-listed programs are funded for the four year term, SSIR expenditures will be as follows:

- \$1,400,000 for Emergency Shelter and Intensive Case Management Services (2011-2014)
- \$1,400,000 for the Food Banks and the Christmas Hamper Program (2011-2014)
- \$900,150 for the Affordable Transit Pass Program (2012-2014)
- Total commitment - \$3,700,150
- Uncommitted balance - \$375,650

Staffing: Funding will be administered within the current staff complement. City staff responsible for the funded program will prepare, negotiate and monitor Service Agreements with the service provider.

Legal: Community Services Department staff will work with the City of Hamilton Legal Services to develop Service Agreements between the City and the programs that are awarded the funding.

HISTORICAL BACKGROUND

The Social Services Initiative Reserve was established in 2006 with one-time provincial grant funding. The purpose was defined as funds to assist with “urgent temporary/finite program requirements (e.g. Emergency Shelter; Homemakers/Nurses) and recommendations from the Poverty Roundtable”.

Since implementation, the reserve has been used to fund projects such as the Affordable Transit Pass Program, Grow Program, Hamilton Food Share, Neighbour to Neighbour, the Immigration Strategy and National Child Benefit Transition Programs.

On April 13, 2011, Council approved Report FCS11027/CS11031, Ontario Municipal Partnership Fund (OMPF) Reconciliation Re-Investment that 50% of the OMPF (\$4,075,800) be transferred to the Social Services Initiative Fund (Account #112214) to support one-time Social Services related costs.

Secondly, a Reserve Policy for the Social Services Initiatives Fund Reserve be prepared and that staff consult with the public on this policy, and lastly, that consideration be given to establishing a public advisory committee to guide allocation of the funds (similar to the community board that guides allocation of federal homelessness funding).

POLICY IMPLICATIONS

There are no policy implications associated with Report CS11095.

RELEVANT CONSULTATION

Staff in Corporate Services, Finance and Administration were consulted to ensure that the revised SSIR Policy and Procedures are in accordance with the corporate policies and procedures regarding reserve funds.

The Social Justice Strategic Committee (SJSC) representing poverty and welfare advocacy groups in the community was consulted in the development of the policy.

Representatives from the following groups are members of the SJSC:

- Campaign for Adequate Welfare and Disability Benefits;
- Social Action Committee of the Ontario Association of Social Workers;
- Hamilton Legal Clinics;
- Social Planning and Research Council; and,
- Disability Action Networking Group (DANG).

The SJSC supports the federal homelessness model (Option One) because it has a strong community consultation process including a Community Advisory Board. The SJSC would like to see the funding used to “top-up” Ontario Works payments to individual recipients and feels that the revised SSIR Policy and Procedure is weighted in favour of funding for community agencies. The SJSC feels that any meaningful

community engagement should include “people with lived experience of poverty”. The SJSC requested a SSIR Community Planning Group comprised of 4 low income people, 4 people with knowledge of issues related to the root caused of poverty and 4 non-voting members appointed by the City be utilized to determine the priorities for the SSIR funding and oversee the process.

Feedback from the SJSC was considered in the development of the SSIR Policies and Procedures and as a result; additional emphasis was placed on community engagement with an emphasis on those with lived experience in the review of any new programs considered for funding from this reserve.

ANALYSIS / RATIONALE FOR RECOMMENDATION

A number of factors were considered in the development of the SSIR policy including financial sustainability, community engagement in decision-making and the impact on the workload of existing City staff.

It is recommended that priority first be given to existing programs with no permanent funding source and then to new programs if the SSIR principles and eligibility criteria are met. It is recommended that the SSIR funding not be allocated through a Call for Applications. There is a considerable and documented need for funding for existing programs that have been endorsed by Council.

Although the addition of \$4,075,800 in OMPF funding is a considerable one-time increase to the SSIR, the demand for funding to maintain existing programs and emerging pressures continues to grow. The City of Hamilton, as well as the Provincial and Federal governments are in a period of fiscal constraint. It is anticipated that the trend to reduce the transfer of funding to the municipal level from senior levels of government for social service programs will continue and the SSIR will be relied upon to maintain current levels of service in the community for the most vulnerable citizens of Hamilton.

A number of existing local services and programs rely on funding from SSIR and other municipal reserves to remain in operation and maintain their service levels:

- Since 2009, Hamilton Food Share has requested emergency payments from the City for the Christmas Hamper and pressures during the summer months in the amount of \$350,000.
- Since the implementation of the Blueprint for Emergency Shelter Services in 2009, the Developing Opportunities for Ontario Renters (DOOR) funding and one-time fiscal payments from the Province has been used to supplement

provincial funding. The 2011 funding levels for additional shelter supports such as the Transitions to Homes Program and supports for women and youth in the shelters is not sustainable into 2012.

- The Affordable Transit Program relies on the SSIR funding to continue to offer affordable transit to those in need in the community.

ALTERNATIVES FOR CONSIDERATION

Staff considered two options in the development of policies and procedures for the SSIR:

- Option One was based on the procedures for the allocation of the federal Homelessness Partnering Strategy (HPS) funding; and
- Option Two (recommended by staff) limits the funding to programs presently funded through SSIR and other programs that meet the eligibility criteria.

Option One (Federal Homelessness Funding Model)

The process for the allocation of SSIR funding would be parallel to the processes that are developed for the allocation of federal homelessness funding (the Homelessness Partnering Strategy). The process for the allocation of SSIR funding would be led by Housing Services Division staff of the Community Services Department.

First, a SSIR Community Planning Group would be established. The Group would provide high level policy and process advice including input into the SSIR Priorities. The SSIR Community Planning Group consists of 12 members. Four are City appointed positions and 8 are representatives from various sectors who have knowledge of issues related to the root causes of poverty. The 4 appointed positions provide consultations and advice to the SSIR Planning Group. The Group would be co-chaired by the Director of the Housing Services Division or delegate and a community member of the SSIR Planning Group.

Housing Services Division staff would lead a priority development process for the SSIR utilizing:

- Research to confirm local needs and priorities
- Community consultation
- Analysis of available data and input from the community
- Input from the SSIR Community Planning Group

City staff would forward the final version of the SSIR Priorities to City Council for approval.

After the recommended priority areas are approved by Council, a Call for Applications for SSIR funding would be undertaken.

A SSIR Funding Review Panel is then established and chaired by the Director of the Housing Services Division or a delegate. The Review Panel consists of 12 members. Four are City appointed positions and 8 are citizen appointments. The four appointed positions provide consultations and advice to the SSIR Funding Review Panel. The recruitment and selection criteria for the SSIR Funding Review Panel would be determined by the Housing Services Division and align with the federal homelessness funding procedures.

Housing Services Division staff would develop the Call for Application and rating tools necessary to determine the successful proponents for SSIR Funding. All applications for funding are reviewed by the SSIR Funding Review Panel. The Panel's recommendations for funding are referred to City Council for approval.

Housing Services Division staff would prepare negotiate and monitor the service agreements with the successful proponents. Staff would facilitate service system planning, data and program analysis, policy interpretation, and performance measurement to maintain quality assurance standards for the effective delivery of the funded programs.

An annual Call for Application may be initiated by the Housing Services Division for available SSIR funding.

The applications for SSIR Funding would be reviewed by the SSIR Funding Review Panel to:

- Ensure that the project and/or service meets the SSIR Priorities;
- Determine if the application fully describes the following:
 - Scope
 - Rationale
 - Budget
 - Cost analysis
 - Impact of community
 - Return on investment
 - Timeframe
 - Potential Risks

- Decide if the proposed project is the best use of funding and whether the applicant is the most appropriate to complete the work by completing a pre-determined evaluation criteria;
- Recommend approval of either full or partial funding; and,
- Recommend the decline of an application.

Each successful applicant agency would be required to sign a service agreement declaring that the agency's application meets the conditions of eligibility, and that the agency will act in accordance with the outlined requirements.

Financial Implications: Utilizing the HPS model, it would be necessary to draw funding from SSIR to administer the program which would in turn, decrease the amount of available program funding.

Staffing Implications: Administration of the program requires a continuum of activities including an in-depth and ongoing consultation process, a Call for Applications and the monitoring of projects to ensure that milestones are achieved. For example, Service Canada has approved \$1.9 million of the \$12,684,762 in Homelessness Partnering Strategy (HPS) funding to cover administration costs including 5.5 FTE's. At minimum, one FTE would be required on a full time basis to manage the program and only by leveraging the work of existing Housing Services Division staff.

Legal Implications: Community Services Department staff would work with the City of Hamilton Legal Services to develop Service Agreements between the City and the programs that are awarded the funding.

Option one is not recommended by staff because it is a labour intensive process that will require at minimum one FTE and the participation of existing staff in implementing the procedures. As well, if this option is approved there is a strong possibility that there would be no funding available for the existing programs that depend on this reserve for continued operation.

Option Two – Limit SSIR funding to programs that are presently funded through SSIR and other programs that meet the eligibility criteria.

Financial Implications: There is room within SSIR to support the presently funded programs for approximately 3.5 years. If, and when additional OMPF dollars, are available Council could consider new program funding. Approximately \$1.2 million is required annually to support the Affordable Transit Pass program, the Food Bank contribution and support for the Blueprint for Emergency Shelter Services.

Staffing Implications: Funding could be administered within the current staff complement. City staff responsible for the funded program will prepare, negotiate and monitor Service Agreements with the service provider.

Legal Implications: Community Services Department staff will work with the City of Hamilton Legal Services to develop Service Agreements between the City and the programs that are awarded the funding.

CORPORATE STRATEGIC PLAN (Linkage to Desired End Results)

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

Skilled, Innovative & Respectful Organization

- ◆ More innovation, greater teamwork, better client focus

Financial Sustainability

- ◆ Delivery of municipal services and management capital assets/liabilities in a sustainable, innovative and cost effective manner

Intergovernmental Relationships

- ◆ Maintain effective relationships with other public agencies

Growing Our Economy

- ◆ An improved customer service

Social Development

- ◆ Residents in need have access to adequate support services

Healthy Community

- ◆ An engaged Citizenry

APPENDICES / SCHEDULES

Appendix A to Report CS11095 – Policy and Procedures for Approval of Expenditures from the Social Services Initiative Reserve (Account #112214)

**Community Services Department
Policy and Procedure Manual**

Chapter	00	Financial Stewardship	00-00
Section			
Subject	00	Social Services Initiative Reserve (Acct. # 112214)	Revised (date)
Approved by:	City of Hamilton Council - (date)		

Intent

- (a) Purpose To establish a framework for the approval of expenditures funded from the Social Services Initiative Reserve (SSIR).

- (b) Background SSIR was established and approved by Council in 2006 through a one-time provincial grant. The initial purpose was defined as funds to assist with “urgent temporary/finite program requirements (e.g. Emergency Shelter; Homemakers/Nurses) and recommendations from the Poverty Roundtable”.

On April 13, 2011, Council approved the recommendations in Report FCS11027/CS11031, Ontario Municipal Partnership Fund (OMPF) Reconciliation Re-Investment as follows.

- (a)(i) That 50% of the OMPF (\$4,075,800) be transferred to the Social Services Initiative Fund (112214) to support one-time Social Services related costs;

- (f) That a Reserve Policy for the Social Services Initiatives Fund Reserve be prepared and that staff consult with the public on this policy, and that consideration be given to establishing a public advisory committee to guide allocation of the funds (similar to the community board that guides allocation of federal homelessness funding).

Policy

The Social Services Initiative Reserve (SSIR) is to be used for initiatives which address the root causes of poverty such as affordable housing, food security, income security, accessible transportation, participation in civic life and safe neighbourhoods as outlined in a report prepared by the Hamilton Roundtable for Poverty Reduction called Making Hamilton the Best Place to Raise a Child: A Change Framework for Poverty Reduction (June 2006).

SSIR Funding will be directed to foundational community supports to prevent poverty such as:

- Civic engagement;
- Universal access to health care supports that focus on prevention, early intervention and mental health;
- A solid economy producing quality employment and a living wage;
- Affordable housing opportunities in neighbourhoods across the City;
- Accessible and reliable transportation;
- Accessible amenities at the neighbourhood level (grocery stores, recreation and libraries);
- Adequate and responsive income security programs; and,
- Institutional and community behaviour that values the participation and contributions of youth.

The following principles should be considered when accessing funding from SSIR:

- Emphasis on poverty prevention rather than poverty alleviation;
- Partnerships and joint planning to end poverty; and,
- The utilization of meaningful community engagement including the involvement of those potentially affected by the decision.

Expenditures from SSIR must meet all of the following criteria:

- All programs funded through SSIR must address the root causes of poverty as outlined in a report prepared by the Hamilton Roundtable for Poverty Reduction called Making Hamilton the Best Place to Raise a Child: A Change Framework for Poverty Reduction (June 2006);
- Priority will be given to existing programs approved by City Council and historically funded through the SSIR;

00 00 00 Social Services Initiative Reserve

- New programs may be funded upon the approval of Council, if in alignment with the SSIR principles and criteria;
- The community including those with lived experience must have been engaged in a consultation process for any program funded through SSIR; and,
- No other funding source is available.

Increases in the fund may be generated through:

- Investment income;
- Further reconciliation payments from the Ontario Municipal Partnership Fund (OMPF); and,
- Provincial or federal funding for poverty reduction.

Application of Policy

The process for the allocation of SSIR funding will be referred by Council for initiatives that meet the SSIR criteria and where there is a documented need for funding that is not met through other levels of government.

Approval for all expenditures from the SSIR will be upon the approval of Council during the annual budget process or through a report to Council.

Eligible applicants for SSIR funding may include:

- Non-profit organizations;
- City of Hamilton;
- Research organizations and research institutes;
- Public Health and educational institutions;
- A collaborative of two or more organizations that are working together to achieve a common goal; and,
- Individuals.

City staff responsible for the funded program will prepare, negotiate and monitor Service Agreements with the service provider. Staff will facilitate service system planning, data and program analysis, policy interpretation, and performance measurement to maintain quality assurance standards for the effective delivery of the funded programs.

Exceptional Circumstance

Signing authority may be delegated to the General Manager of Community Services where the allocation of funding is time sensitive

or there is an immediate need due to an emergency or natural disaster.

Procedure

All programs approved for SSIR funding must sign a Service Agreement declaring that the agency's application meets the conditions of eligibility, and that the agency will act in accordance with the outlined requirements.

Programs will be required to track and report outcome measures.

Definitions

SSIR: Social Services Initiative Reserve

OMPF: Ontario Municipal Partnership Fund

Natural disaster: hazard which leads to financial, environmental or human losses

References

Community Partnership Program

City of Hamilton Reserve Policies, Corporate Services

Funders Network

Making Hamilton the Best Place to Raise a Child: A Change Framework for Poverty Reduction (June 2006)

Authority

Hamilton City Council

General Manager of Community Services Department

Municipal Act, 2001

Resources

SSIF guidelines

Human Services Planning Playbook

History

Social Services Initiative Reserve (Report

Ontario Municipal Partnership Fund Reconciliation Re-Investment

(Report FCS11027/CS11031)