



City of
Peterborough

TO: Members of the Joint Services Steering Committee

FROM: Ken Doherty, Director of Community Services

MEETING DATE: November 18, 2010

SUBJECT: Report CSSSJSSC10-010
Homelessness Program Update

PURPOSE

A report to update the Joint Services Steering Committee on the Homelessness Program activities that have taken place in response to City Council Report CSSS10-001, "Strengthening the Foundation: A Review of the Peterborough Hostel System".

RECOMMENDATION

That Council approve the recommendation outlined in Report CSSSJSSC10-010 dated November 18, 2010, of the Director of Community Services, as follows:

That report CSSSJSSC10-010 be received for information.

BUDGET AND FINANCIAL IMPLICATIONS

There are no additional budget or financial implications resulting from the approval of the recommendation of Report CSSSJSSC10-010.

BACKGROUND

In February 2010, City Council received Report CSSS10-001, "Strengthening the Foundation: A Review of the Peterborough Hostel System". (Attached as Appendix "A") (referred to as the "Hostel Review")

That “Hostel Review” identified eleven recommendations, under the following four headings:

- Service
- Safety and Security
- Staffing
- Funding and Accountability

Initial steps have been taken to address several of the eleven recommendations in the “Hostel Review”.

The following two remaining recommendations from the “Strengthening the Foundation: A Review of the Peterborough Hostel System” report are identified as the next priorities requiring work:

Recommendation #8: That the municipality commit to investing municipal surplus due to reduction in hostel demand into hostel/transitional housing and other longer term solutions to homelessness; and

Recommendation #11: That future integrated community planning be undertaken to strengthen the networks of service providers (mental health, counselling, medical, addictions, and youth supports), who serve those who are homeless or at risk of being homeless.

Homelessness Support Services Coordinating Committee

Actions taken to implement some of the other recommendations in the “Hostel Review” resulted in the establishment of a Homelessness Support Services Coordinating Committee, consisting of senior level staff from Brock Mission and the Youth Emergency Shelter, Four Counties Addiction Services, the City’s Social Services and Housing Divisions, Police Services, Our Space, Canadian Mental Health Association, and other agencies dealing with homelessness issues. The Coordinating Committee continues to reach out to other agencies, as appropriate. The Committee has undertaken to implement many of the service recommendations from the Hostel Review including collaboration on protocol development, joint project planning, and problem solving.

The Coordinating Committee established a working group to focus on the needs of a small group of individuals in the community, who experience persistent homelessness and significant barriers to accessing services and supports within the existing service system. To date, the working group has undertaken the following two main activities:

- A review of homelessness service models in other cities;
- A service capacity assessment of agencies currently providing homelessness programs in Peterborough.

As a result of the information obtained through the initiative of the Committee and the Working Group and to satisfy Recommendation # 8 of the Hostel Review, the following project has been identified and implemented.

Homelessness Reinvestment Pilot Project

The Coordinating Committee has contributed to the development of a four-month pilot project consisting of three key components:

Component 1: Reconfiguration of Brock Mission's program delivery

- Two programs known as "Life Skills" and "Harm Reduction" will operate at the Brock Mission (pending building and fire code approval). Brock Mission would receive additional funding to assist with staffing to implement the two-program model.
- The "Life Skills" program will operate out of the upstairs of the building. Clients in this program will have 24/7 access to the shelter and would be engaged in additional programming (Life Skills, Addiction Services, housing help, etc).
- The "Harm Reduction" program will operate from the downstairs of the building. Clients would be able to stay overnight and leave in the morning. While this is not a minimum barrier shelter, the program would receive funding for staffing. This will provide additional supervision and support to better accommodate the needs of participants presenting with difficult behaviours resulting from mental health or substance use.
- Both programs will be required to provide 3 meals per day.

A budget of \$12,000 is required to support this component of the pilot project.

Component 2: Community Case Coordination

Four Counties Addiction Services will provide one clinical case coordinator for up to one day per week during the four-month pilot. This person would convene case conferences with the individual and various agency staff to develop short-term intensive integrated service plans for those experiencing persistent homelessness and significant barriers to accessing services and supports. Clients would most likely come from the Harm Reduction program, or be individuals identified as not being suitable for admission to an emergency shelter. Some of these individuals are currently living on the streets and are particularly vulnerable. This element of the project will be ready to implement effective December 1, 2010. A written protocol has been developed and adopted by the member agencies of the Coordinating Committee. The protocol provides guiding principles, a process for service resolution, goals for case conferencing, case conference planning

and outlines the roles and responsibilities for case conference participants. A budget of \$5,000 is required to support this component of the pilot project.

Component 3: Individual Supports Flexible Funds

As the case coordinator develops individual case plans, they may come across situations where financial resources are needed to support the individual in moving forward. The coordinator will have a small, flexible fund available to purchase the required resources. This component of the pilot project will be ready to implement effective December 1, 2010, along with the case coordination component.

The pilot project will provide an opportunity for all community agencies to work together to identify persons with complex or special needs. These individuals will be referred to the case coordinator to participate in the development of individualized responses to meet their complex or specialized needs. A budget of \$8,000 is required to support this component of the pilot project.

During the four-month pilot project, the working group will continue to meet to review the impact of the pilot project. The Committee will give consideration as to how this model and other possible longer-term approaches may be implemented.

The total \$25,000 cost of the Pilot Project can be accommodated within the approved 2010 Hostel Budget, with no additional funding required from the City or County.

Additional Activities and Community Planning

The Cameron House Semi-Independent Living program was introduced in June 2009. The current location of Cameron House required significant renovations to accommodate the program. Cameron House set up a temporary location in the community while the renovations were completed. Renovations continue and are expected to conclude in early 2011. The Semi-Independent Living program and emergency shelter are running out of the temporary location. It is anticipated that when Cameron House returns to its permanent location in early 2011, the Semi-Independent Living program will expand to eight semi-independent living units from the current five. This will result in more supportive rental options for adult women in the community.

With the cooler weather here, Our Space Community Drop-In Centre extended their hours effective November 1, 2010 to operate from 9:00 am to 3:00 pm and then from 6:00 pm to 9:00 pm.

A consultant is preparing a report on the service capacity assessment of agencies currently providing homelessness programs (refer to page 2 of this Report). The report is expected to be complete in November 2010.

Development is underway for a community planning process on homelessness and housing to take place in late 2010 or early 2011. The community planning process will

engage community stakeholders (clients, agencies, service providers, volunteer groups, faith groups, etc) in discussions about housing stability. The process will also provide information for the development of a local strategy to implement the 2011-2013 homelessness program priorities.

SUMMARY

In response to City Council Report CSSS10-001, “Strengthening the Foundation: A Review of the Peterborough Hostel System”, a Homelessness Support Services Coordinating Committee has been established to work together to meet the needs of the homeless or those at risk of homelessness, and to make the necessary improvements to the current system.

The four-month pilot project initiative described in this Report will occur during the 2010/11 winter season, while the Coordinating Committee continues to address other priorities identified in Report CSSS10-001. An update report will be provided to the Joint Services Steering Committee in the spring or summer of 2011 that will outline the outcomes of the pilot and any further recommendations from the working group.

Submitted by,

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Attachments:
Appendix A: Council Report: CSSS10-001



City of
Peterborough

TO: Members of the Committee of the Whole

FROM: Ken Doherty, Director of Community Services

MEETING DATE: February 1, 2010

SUBJECT: Report CSSS10-001
“Strengthening the Foundation: A Review of the Peterborough Hostel System”

PURPOSE

A report to inform Council of the review of the Peterborough hostel system and the resulting report “Strengthening the Foundation” and to request approval of the policy and funding-related recommendations.

RECOMMENDATIONS

That Council approve the recommendations outlined in Report CSSS10-001 dated February 1, 2010, of the Director of Community Services, as follows:

- a) That Report CSSS10-001 dated February 1, 2010 and the attachment “Strengthening the Foundation: A Review of the Peterborough Hostel System” be received for information.
- b) That the current hostel funding model which is based solely on a per diem rate be changed to a combination of base funding and per diem funding.
- c) That the Brock Mission and Youth Emergency Shelter hostel agreements be extended from August 3, 2010 to August 2, 2013, subject to 90-day termination clauses and a bi-annual funding review in conjunction with the City budget process.

- d) That the Brock Mission hostel agreement for the operation of a 40-bed men's emergency hostel and a 10-bed women's emergency hostel, reflect a funding formula based on the Provincial per diem rate plus base funding, retroactive to August 3, 2009.
- e) That the Youth Emergency Shelter hostel agreement for the operation of a 15-bed youth emergency hostel and a 15-bed family emergency hostel, reflect a funding formula based on the Provincial per diem rate plus base funding, retroactive to August 3, 2009.
- f) That the necessary by-laws be enacted, authorizing the Mayor and Clerk to enter agreements with Brock Mission and the Youth Emergency Shelter.

BUDGET AND FINANCIAL IMPLICATIONS

The recommendations can be accommodated within the approved 2010 Budget Provisions for the hostel program.

BACKGROUND

A Request for Proposal (RFP) process took place in 2007 for the provision of emergency shelter services in the City of Peterborough. The RFP process resulted in service agreements with Brock Mission (to provide emergency shelter services to adult males) and Youth Emergency Shelter (to provide emergency shelter services to youth and families). At that time no one came forward to provide services to women over 24 years and eventually Brock Mission agreed to operate that service at Cameron House. Although an RFP process was used in 2007 to select hostel operators, Section 32 (3) vi) of the purchasing policy indicates that a Bid Solicitation Process is not required for Hostel Operators. This report recommends the existing agreements with the operators be amended and extended without undertaking an RFP process.

Prior to formulating the recommendations to renew the existing agreements, the Social Services Division undertook an intensive evaluation of hostel programs and services. The review took place from June to August 2009. The tasks and timeframes of the review are summarized below:

- Consultation with the Homelessness Coordinating Committee in early June
- Renewal of existing service agreements (June) pending the outcome of the hostel review
- Review of background reports and literature through the month of July
- Feedback from hostel operators through July and August

- Feedback from clients and community in June and July, including consultation with the Housing Workers Network, community consultations on July 14th and 15th and client survey conducted in July
- Feedback from Ontario Works staff including a staff survey and consultations with the Hostel Liaison Workers
- Financial review including a review of funding sources and assessing the cost of delivery of service
- Review the occupancy rates of the emergency shelters
- Review of demographics and client composition of those accessing shelter programs and services
- Review of compliance with the Ontario Works Act and Regulations, corporate purchasing bylaw and municipal financial requirements

This process resulted in the report, "Strengthening the Foundation: A review of the Peterborough Hostel System" (attached as Appendix A), which provides the background and rationale for the following service recommendations contained in this report. Many of these recommendations are operational in nature and within the responsibility of the Social Services Division as Service Manager to implement. The report contains a total of 11 recommendations organized into the following four areas:

- Service, Safety and Security
- Staffing
- Funding
- Accountability

The funding components contained in the Hostel Review Appendix A (Items 6 and 7) are brought forward for consideration by Council through the recommendations in this report. The remaining recommendations from the Hostel Review are considered administrative in nature and can be implemented by staff as time and resources permit.

This report recommends a fundamental shift in the funding model from a strictly per diem model to a combination of base and per diem funding. The funding model change is recommended to assist the operators with some of the overhead costs that exist no matter how many people are staying in the hostel. Based on the 2010 projections for days of stay, staff expect the proposed funding model can be implemented within the approved 2010 budget allocation for the hostel program.

The proposed funding model recommends eliminating the daily top up of \$6.35 per day which is a 100% Municipal cost, and replacing it with 100% Municipal base funding of \$125,322 per year for Brock Mission and \$50,140 for Youth Emergency Shelter. This provides guaranteed funding that is not affected by volume shifts in days and will reduce the financial instability that results from variation in occupancy rates. The Hostel Worker program has been reduced by 1 FTE (with staffing reallocated to Ontario Works), consistent with a recommendation from the review related to the role of these staff. A change in the definition of stay to provide a per diem for the first day of admission has

been recommended. This acknowledges the work associated with the initial intake process. In 2010, as the upload of Ontario Works begins, the Province will be responsible for 80.6% of the per diem portion of the emergency hostel costs, reducing the Municipality's share from 20% to 19.4%. This will help financially support the increase in days paid due to the definition of stay.

Occupancy patterns within the emergency hostel system are quite variable. If the 2010 actual bed stays are less than estimated, the amount paid to the operators will also be less than budget, and the surplus could be used to implement additional hostel or transitional housing initiatives. Recommendation 8 of the Review proposes such an investment of hostel dollars in programs and services to support longer-term solutions to homelessness such as transitional housing.

The eleven Recommendations from the review are listed below as a summary. Further detail on each of these recommendations is contained in the Report, Appendix A. These Recommendations are as of the date of the report being October 2009.

Service, Safety and Security

Recommendation #1

That the municipality provide support to the hostel operators to assist with security enhancements at the hostels by investing unspent 2009 hostel allocation up to \$10,000/hostel for security camera systems at Brock Mission and YES.

Recommendation #2

That the Hostel Liaison Workers and hostel staff strengthen links to other homelessness and housing agencies to provide a more integrated service for clients.

Recommendation #3

That a transparent and accountable protocol be developed by the Homelessness Support Services Coordinating Committee, related to the case management of people who are unable to reside at the hostels.

Staffing

Recommendation #4

That the Hostel Liaison Workers (HLW) role shifts to provide intensive case management support to clients before and after a hostel stay. Residential care workers employed by hostels will continue to provide primary intensive case management while a resident stays at the hostel. Ontario Works eligibility remains a key function of the HLW role, even while a client is in the hostel.

Recommendation #5

That joint training be established for Social Services and hostel staff that focuses on client service and non-violent crisis intervention. Unspent 2009 municipal hostel allocations up to \$7,000 could be reinvested to provide for salary costs for hostel staff to

attend training in 2009 and 2010. In future years, the hostel operators will need to budget accordingly for necessary staff coverage for training.

Funding

Recommendation #6

That the municipality establishes a local funding formula for hostel transfer payments based on the provincial per diem model and stabilized with base funding to be negotiated on a biannual basis. That service contracts governing the funding formula be established retroactively to August 3, 2009 and that they be extended to 2013 with the expectation that hostel operators will continue to diversify their programs and funding to remain stable as the demand for homelessness services diminishes over time.

Recommendation #7

That the service agreements with the hostel operators be amended retroactively to August 3, 2009, to clarify the definition of a hostel stay from "bed nights" to "days of service", providing recognition and payment for the work associated with the first day of residency and the hostel intake process.

Recommendation #8

That the municipality commit to investing municipal surplus due to reduction in hostel demand into Hostel/transitional housing and other longer term solutions to homelessness.

Accountability

Recommendation #9

That the Social Services staff complete regular hostel service agreement reviews, including inspections. Staff will complete financial reviews quarterly and agreement reviews on an annual basis.

Recommendation #10

That the recommendations and actions of this report be monitored by the Homelessness Support Services Coordinating Committee on a semi-annual basis, with a one year follow-up report to be provided to Joint Service Steering Committee.

Recommendation #11

That future integrated community planning be undertaken to strengthen the networks of service providers serving those who are homeless or at risk of being homeless (mental health, counselling, medical, addictions, youth supports).

Those recommendations that could be implemented by the division are complete or underway as listed below:

- Security cameras upgraded at Youth Emergency Shelter and installed at Brock Mission,
- Hostel Supervisor and Workers have met with Brock Mission staff on key hard-to-serve cases,

- Consents will be completed and a meeting in January 2010 with CMHA on the same hard-to-serve cases to determine appropriate coordination of services,
- Protocol regarding people unable to reside at hostels to be developed by and endorsed by members of the Homelessness Coordinating Committee has been signed,
- Brock Mission and YES staff participated in training along with Social Services Division staff in Coaching Skills during November/December 2009. Hostel Staff will be invited to participate in the Problem-Solving Module in January/February 2010.

This report was presented to the Joint Services Steering Committee on January 14, 2010 as Report Number CSSSJSSC010-002 and the recommendations were endorsed.

SUMMARY

The program and service recommendations from the Hostel Review allow for improvements to strengthen the foundation of services that currently exist. Social Services staff and community partners will continue to work together to implement those recommendations that will result in improved service and accountability of the emergency hostel program. The proposed changes to the funding model, if approved, would provide operators with a combination of base and per diem funding, adding stability to a system that is critical to ensure the safety of some of Peterborough's most vulnerable citizens.

Submitted by,

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Attachments:

Appendix A: "Strengthening the Foundation: A Review of the Peterborough Hostel System"