



City of
Peterborough

To: Members of the General Committee

From: Sheldon Laidman, Commissioner of Community Services

Meeting Date: February 10, 2020

Subject: Report CSSS20-001
Emergency Shelter and Homelessness Support Services
Funding

Purpose

A report to recommend the extension of funding and service agreements for emergency shelter and homelessness support services.

Recommendations

That Council approve the recommendations outlined in Report CSSS20-001, dated February 10, 2020, of the Commissioner of Community Services, as follows:

- a) That Staff be directed to extend the terms of the current service agreement with Brock Mission in the amount of \$1,055,400 for the period April 1, 2020 to March 31, 2021.
- b) That staff be directed to extend the terms of the current service agreement with the YES Shelter for Youth and Families for Emergency Shelter Services in the amount of \$592,900 for the period April 1, 2020 to March 31, 2021.
- c) That staff be directed to extend the terms of the current service agreement with Four Counties Addictions Services for Homelessness Support Services in the amount of \$150,900 for the period April 1, 2020 to March 31, 2021.

Budget and Financial Implications

The Emergency Shelter System continues to experience high volumes. The additional funding provided to Emergency Shelters in 2018 and 2019 is required to continue in order to meet appropriate shelter operations and safe service provision. The amount of shelter funding provided between 2017-2019 is outlined below, as well as the recommended level for 2020. The recommended funding for 2020 is based upon an analysis of costs for each organization and the need to provide funding to achieve better wage parity with other social service agencies to retain staff. Retention of staff for this difficult work is becoming a risk to shelter operations. The funding is based upon the historic expectation that as the main funder, the City would limit its funding to 85% of their overall costs. The recommended funding for 2020 differs from the approved 2020 budget as it was anticipated during budget preparation that potential savings could have been realized with reduced shelter demand however, this reduced shelter demand has not materialized.

Table 1: Funding Provided and Proposed for Emergency Shelters 2017-2020

	2017 Actual	2018 Actual	2019 Actual	2020 Approved Budget	2020 Proposed Payments
Brock Mission and Cameron House	\$927,276	\$998,080	\$1,035,292	\$1,032,900	\$1,055,400
YES Shelter for Youth and Families	\$404,467	\$520,600	\$566,052	\$512,700	\$592,900
Total	\$1,331,743	\$1,518,680	\$1,601,344	\$1,545,600	\$1,648,300

While the funding proposed to be provided to the Emergency Shelter Program would increase by \$102,700, there is no impact to the 2020 overall budget for homelessness services. Upon analysis of all homelessness related programs and spending, the increase can be covered through the existing homelessness budget through a reduction in funding for the Housing Stability Fund. With the tight rental market being experienced

in Peterborough, less funds are required for first and last months rent as fewer households are choosing to move. Furthermore, this is a newer program and staff now have multiple years of usage data to be able to better predict usage and funds can be better used towards emergency shelters at this time.

Emergency shelter services are predominantly funded from the provincial Community Homelessness Prevention Initiative and the balance from municipal funding. The total cost of these emergency shelter services represents 37% of the overall homelessness budget.

The existing service agreement and the adopted 2020 budget for the Homelessness Coordinated Response Team operated by Four Counties Addictions Services is for \$150,900 per year and no change to this funding amount is proposed.

Procurement Bylaw 18-084, Appendix B (Sec.3f), provides the authority and exemption for contracts and agreements related to Social Services to be entered into.

Background

On November 27, 2017 Report CSSS17-010, Emergency Shelter Funding, Homelessness Support Services and a 2018 Budget Pre-commitment was approved. This report provided temporary funding and program recommendations intending to reduce shelter usage and shift homelessness services over the two-year period. The terms of the shelter agreements implementing this report are April 1, 2018 to March 31, 2020.

Since the report in 2017, the homelessness system of programs and services has continued to experience consistent high demand with shelter programs operating close to full capacity.

Scan of current Shelter Services

The Brock Mission organization operates the men's shelter and Cameron House women's shelter. The Brock Mission men's shelter is currently operating out of their temporary location pending the build of the new shelter that will include 15 Permanent Supportive Housing units and 30 Emergency Shelter beds. In 2019, it was announced that Brock Mission was successful in its application for the Federal Co-Investment Fund to assist with the capital costs of the project. Construction of the new Brock Mission building began in mid 2019 with a completion date estimated to be late 2020.

In the meantime, an increase in demand for all shelter services, including at the YES Shelter for Youth and Families, and the complexities of people accessing services, continues to place increased pressure to provide appropriate staffing levels and a coordinated response at emergency shelters.

Table 2: Brock Mission Men's Emergency Shelter (40 beds) Usage

Year	# bed nights	Average Occupancy
2014	11,733	80%
2015	12,368	85%
2016	11,210	78%
2017	13,011	89%
2018	14,049	96%
2019	14,319	98%

Table 3: Cameron House-Women's Emergency Shelter (10 beds) Usage

Year	# bed nights	Average Occupancy
2014	2,748	75%
2015	3,461	95%
2016	3,461	95%
2017	3,605	99%
2018	3,793	104%
2019	3,692	101%

Table 4: YES Shelter for Youth and Families (30 beds) Usage

Year	# bed nights	Average Occupancy
2014	7,673	70%
2015	7,205	66%
2016	9,136	83%
2017	8,453	77%
2018	7,821	72%
2019	8,702	79%

Extension of Service Agreements

In discussions with Emergency Shelter operators and a review of the current emergency shelter system situation, further consideration is required before entering into longer-term agreements. Historically, service agreements have been two to four years in length. At this time, shelter service providers have expressed concern about the level of funding proposed for operations of emergency shelter services as not being sufficient to ensure suitable staffing and their long term operations. The Homelessness Response System has evolved and with that evolution there have been higher expectations placed on all partners within the system to coordinate service provision and provide a higher level of training. Time is required to further review and engage shelters about the level of funding actually required to operate. The one-year extension will provide time for the City to:

- Work with emergency shelter providers on a deeper review of operational costs for the emergency shelter services;
- Research shelter services in other communities in Ontario regarding funding and staffing models;
- Understand operating costs and staffing level requirements at the newly established overflow shelter and the new Brock Mission location;
- Based on the outcome of this research and review, develop 3-year service agreements, that will start April 1, 2021 and will provide stable operating funding for each organization while ensuring appropriate value and cost control to the City. This stable operating funding will allow for each organization to properly implement the objectives of the 2019 Homelessness System Review.

Homelessness Coordinated Response Team (HCRT)

The City of Peterborough has had a Service Agreement with Four Counties Addiction Services for the Homelessness Coordinated Response Team since 2012. \$159,000 has been provided to this organization for this service and no increase is proposed. This program is funded 100% through provincial Community Homelessness Prevention Initiative (CHPI) funding and includes two components:

- FourCAST clinical counsellors conduct regular outreach to Brock Mission, Cameron House and the YES Shelter for Youth and Families.
- An informed consent-based case conferencing model that brings together multiple community partners to provide wraparound, coordinated responses to individuals experiencing homelessness, including Trustee services through CMHA-HKPR.

Through the 2019 Homelessness System Review, the Division has been reviewing the in-shelter function to determine if resources could be used differently; whether the Clinical Counsellors could still provide supports to people in the emergency shelters, but would also shift focus to housing navigation, connecting people to landlords, and preparing them to be housing-ready. The Division will continue to review this through 2020-21.

Progress since Last Shelter Agreement Report 2017-2019

The City, as the Service Manager for Housing and Homelessness, has been moving toward increasing the focus on re-housing individuals who require shelter services through professional service providers. This shift away from emergency responses such as shelters and food programs and toward homelessness prevention, diversion and permanent housing solutions will take time, as well a clear, community-wide focus and alignment of effort on evidence-based tactics.

Homelessness continues to be a serious issue, however, community service providers, working closely with the City, have been building coordinated responses and achieving success. In 2019, at least 275 persons or an average of 23 people per month moved from homelessness to housing with the support of the Homelessness Service System and other community partners. 28% of these people were chronically homeless, representing some of the most vulnerable people in the community.

Built for Zero – CAS/BNPL

In November 2018, Peterborough joined the Built for Zero Canada Campaign, along with over 30 communities across Canada. The goal is to end chronic homelessness, which is the first step in ending all forms of homelessness. The method used to end homelessness is a Coordinated Access System and the use of a By Name Priority List.

This approach to ending homelessness is a proven method that has ended various forms of homelessness in several communities across the United States. Joining Built for Zero Canada has improved local responses through supports such as a Community Improvement Advisor, access to several other communities facing the same challenges, and support and training from Canadian Alliance to End Homelessness (CAEH) experts.

Homelessness System Review

In late 2018 and early 2019, the City of Peterborough engaged a third-party consultant to conduct a review of homelessness programs and services. Results of this review were provided through Report C55519-020, Highlights of the Operational Review of Peterborough's Homelessness Response System. The purpose of the review was to look at programs and services to ensure vision and resources are aligned with the goal of ending chronic homelessness and dedicated to individuals with the highest level of need.

The Review also recognized the need to enhance response systems, shift investments to a housing focus, enhance data and accountability, and improve the use of resources.

Improved processes since this review have included:

- Shifting the focus of shelter programs to rapid rehousing. This includes ensuring homelessness services make every effort to divert people from entering an emergency shelter, preventing further trauma and chances of homelessness becoming “normalized”;
- Ensuring better connections to the supply of affordable and social housing;
- Developing a system wide diversion protocol and practice;
- Ensuring training is available for all front-line staff and that professional services are provided throughout the system. Providing training regularly on the common assessment tool, basics of Coordinated Access, Motivational Interviewing training and trauma-informed care ensures system effectiveness;

- Communicating regularly about supports, services and outcomes of programs and services; and,
- Developing a continuous improvement and quality assurance framework.

After the completion of the System Review, community partners participated in a system mapping and a system redesign session. These sessions provided the opportunity to examine potential opportunities for improvement.

Summary

Although much work has been done to build a community-wide homelessness response system, the demand for homelessness services remains significant. The extension of service agreements for emergency shelter and homelessness support services for one year will allow for the proper time to determine how best to provide longer term stable funding to these organizations as the City's homelessness programs and expectations evolve.

Submitted by,

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Commissioner of Community Services

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