



CITY OF KINGSTON
REPORT TO COUNCIL

Report No.: 11-273

TO: Mayor and Members of Council

FROM: Lanie Hurdle, Commissioner, Community Services

RESOURCE STAFF: Katie Clarke, Manager of Program Delivery, Community and Family Services Department

DATE OF MEETING: November 1, 2011

SUBJECT: 2012 Contracts for Consolidated Homelessness Prevention Program (CHPP) & Homelessness/Housing Strategy Funds (HHSF)

EXECUTIVE SUMMARY:

Each year the City of Kingston, as a Service Manager, receives funding from the Ministry of Community and Social Services to deliver programs under the “Consolidated Homelessness Prevention Program” (CHPP). This funding is provided to municipalities to address a prescribed range of community-based programs and services for people who are homeless or at risk of becoming homeless. Programs supported through the CHPP funding are in addition to the per diem funding to maintain emergency beds. In 2007, Council decided to supplement the provincial program by creating the “Housing/Homelessness Strategic Fund” (HHSF) program. The \$150,000 dedicated to the HHSF program has been funded by the City for the past five years and has no impact on the County of Frontenac budget.

Since 2007, the City has extended the yearly agreements with the seven agencies which receive a portion of the \$1.3M in CHPP funding and \$150K in HHSF funding to provide services to assist in homelessness prevention.

As part of the service manager’s responsibilities to ensure compliance and effective service, staff complete operational reviews annually of each of the funded organizations. These reviews include client, management, and front line staff interviews. Staff also conduct a targeted community consultation with service agencies which provide homelessness services, with a goal of identifying the gaps that still exist in the community and where improvements to current services need to be made. Each of the funded organizations receives an agency report identifying both strengths and weaknesses of their current programming, reporting requirements, and overall organizational structure. For six of the seven agencies, City staff

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identified only minor concerns. City staff are proposing to extend the funding to these agencies for an additional year to help ensure the availability of these services to the community and stability to the service delivery agencies while the City and Province develop long term strategies that could impact the funding structure of these programs. All of these services have been identified as important services by service providers and clients.

The review of the seventh agency, Dawn House Women's Shelter, identified deficiencies in programming, reporting, staffing, corporate governance and finance. As a result, Dawn House submitted an action plan to the City to address the issues; however, recently the agency has advised the City of obstacles preventing it from completing the necessary actions.

As recently as September, Dawn House Women's Shelter lost two of its long term board members and is now uncertain if the board will be able to maintain quorum to direct long term operations. City staff recommend funding be provided on an interim basis for a period of four (4) months from January 1, 2012 to April 30, 2012 to enable Dawn House to stabilize its operations. The City will complete another review in March 2012 and at that time will recommend if further funding should be provided to Dawn House in 2012. The City will continue to provide shelter per diem funding to maintain emergency shelter beds at Dawn House. The per diem funding is not included in the CHPP funds.

Dawn House management and Board have been consulted and they have indicated that the funding arrangement and time frame as proposed in this report should be sufficient to allow it to stabilize operations.

It should be noted that homeless shelters have been at capacity and are turning clients away in the past three (3) months. Considering this need in the community staff will investigate options to increase the emergency shelter bed capacity.

RECOMMENDATION:

THAT Council approve that the current contracts with Kingston Home Base Non-Profit Housing Corporation, Salvation Army, Southern Frontenac Community Services Corporation, Elizabeth Fry Society, John Howard Society of Kingston, and Ryandale for the Consolidated Homelessness Prevention Program (CHPP) funds and the municipal Homelessness/Housing Strategy Funds (HHSF) be extended to December 31, 2012; it being understood that this approval is pre-committing approval of \$150,000 of municipal funds in the City's 2012 operating budget; and

THAT Council approve \$14,500 per month in funds from the Social Services Stabilization Fund to Dawn House Women's Shelter for a period of four (4) months, until April 30, 2012 and until City staff report back to Council; and

THAT Council direct staff to allocate any additional funding provided by the province under this program amongst funded CHPP service providers to the programs demonstrating and reporting the greatest funding pressures; and

THAT Council direct staff to report back on options to increase emergency shelter beds capacity in the community.

AUTHORIZING SIGNATURES:

<hr/> Lanie Hurdle, Commissioner, Community Services
<hr/> Gerard Hunt, Chief Administrative Officer

CONSULTATION WITH THE FOLLOWING COMMISSIONERS:

Cynthia Beach, <i>Sustainability & Growth</i>	N/R
Denis Leger, <i>Transportation, Properties & Emergency Services</i>	N/R
Jim Keech, <i>President and CEO, Utilities Kingston</i>	N/R

(N/R indicates consultation not required)

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OPTIONS/DISCUSSION:

On January 1, 2006 the Province collapsed five funding programs for homelessness prevention into one consolidated program called the Consolidated Homelessness Prevention Program (CHPP). The City of Kingston administers the new consolidated program. The goals of the CHPP are:

- 1) To improve access to service and connect households that are homeless with the system of community services;
- 2) To support households experiencing homelessness to obtain and keep longer-term housing; and
- 3) To assist households at risk of homelessness to retain their housing.

The following programs/agencies are receiving 2011 CHPP funding in the following amounts:

Agency	2011 CHPP Funding
Gathering Place – Day Services – Salvation Army	\$115,560
Intake/Outreach Services – John Howard Society	\$ 43,066
Homeowner Assistance Program – Central Frontenac CS	\$ 81,128
Case Management Supports – Dawn House	\$175,412
Community Outreach – Elizabeth Fry Society	\$185,307
Housing Help Centre & Fresh Start – Home Base Housing	\$610,442
Eviction Prevention – Home Base Housing	\$ 57,074
Rent Deposit Assistance/Arrears – Salvation Army	\$ 74,998
Total	\$1,342,987

In 2007, Council has approved an additional yearly amount of \$150,000 in the municipal Homelessness/Housing Strategy Fund (HHSF) to supplement the CHPP funding received from the Province. Of this amount (\$150,000), \$32,500 is funded from Utilities Kingston toward eviction prevention work. The following programs are receiving 2011 HHSF funding:

Agency	2011 HHSF Funding
Eviction Prevention – Home Base Housing	\$ 50,000
Day Shelter Program – Ryandale	\$ 55,000
Safety/Security – In from the Cold	\$ 45,000
Total	\$ 150,000

Each of these agencies provides quarterly reporting to the Service Manager (City) to meet provincial reporting requirements and to allow the City to assess the program delivery results. In addition, City staff connects regularly with each agency to review services and identify any

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service gaps. Attached, as Exhibit A, is a summary of these funding allocations including program descriptions.

As part of the due diligence process, in May 2011, City staff conducted a review of the CHPP and HHSF services and administration currently under contractual agreement with the City of Kingston.

Both strengths and areas for improvement were identified through the following methodologies:

- Management interviews and questionnaires;
- Front line staff interviews and questionnaires;
- Client interviews;
- File and document reviews; and
- General observations in the facility.

Each of the funded agencies has been provided an agency report that documents the findings and feedback. Of the seven agencies reviewed, six received minor recommendations. Action plans to respond to the recommendations were due to the City by October 3, 2011 and were received. Home Base Housing, Salvation Army, Southern Frontenac Community Services Corporation, Elizabeth Fry Society, John Howard Society of Kingston, and Ryandale Shelter for the Homeless are all meeting the overall goals of the CHPP and HHSF program.

The seventh agency reviewed was Dawn House Women's Shelter which currently receives \$175K in CHPP funding to provide extensive support services to residents from 7 am until 11 pm. The services to be provided by front line staff include counselling, life skills, parenting, budgeting, finding permanent housing, and assistance with drug and alcohol treatment. It is important to note that these services are above and beyond the provision of emergency shelter beds. The review conducted by the service manager identified a number of deficiencies. Dawn House has not been meeting the goals and requirement of the CHPP program and, as a result, a number of recommendations on areas for improvement were made to the agency. In response, Dawn House submitted an action plan to the City in August 2011; however since that time further governance, staffing and financial issues have arisen preventing the agency from meeting the commitments in its action plan.

Dawn House Women's Shelter recently had long term board members resign and is now operating with the minimum number of board members to meet quorum. It should be noted that three (3) of these board members are Queen's University students and two (2) are completing their school term in December. Unless Dawn House recruits a number of new members, it will not be in a position to function as an organization by late December. Dawn House has been attempting to recruit members for some time by advertising and connecting with various organizations with limited success.

City staff has met with Dawn House's board of management and management staff on a number of occasions to try to steer operations in the right direction. As a Service Manager, the

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City has a responsibility to ensure that all CHPP funding is being allocated as per Provincial guidelines and meeting program requirements. It is crucial that Dawn House focuses on stabilizing its operations in order to be able to provide both support services and emergency shelter beds.

For the reasons noted, City staff is recommending that funding be allocated for a period of four months, in 2012, at the same level as the CHPP funding currently provided to the agency. to give time to Dawn House to stabilize its operations. These funds would be provided from the Social Services Stabilization Fund. City staff will conduct another review in March to determine next steps and will report back to Council in April with recommended next steps for funding in 2012.

Future Funding

As part of the Housing Services Act (HSA) which comes into effect on January 1, 2012, a range of changes to the housing and homelessness landscape will occur. Municipalities will be given the flexibility to consolidate provincially funded housing and homelessness programs including the following: Consolidated Homelessness Prevention Program (CHPP); Emergency Energy Fund (Provincial Utility Bank); Emergency Hostels (shelter per diems); Domiciliary Hostels (Kingston has none); and Rent Bank (Provincial). The final details on this consolidation have not yet been released, but it is expected that the consolidated funding will begin in 2013. City staff plan to conduct a community consultation over the next year to determine the best methods to allocate this consolidated funding and to continue to meet the community needs.

EXTERNAL CONSULTATION:

Susan Beckel, Deputy Clerk, County of Frontenac

EXISTING POLICY/BY LAW:

None

NOTICE PROVISIONS:

No notice requirements

ACCESSIBILITY CONSIDERATIONS:

This report is available in alternative formats upon request. This report is available translated into French upon request.

FINANCIAL CONSIDERATIONS:

CHPP funding is annualized 100% provincial funding and there is no impact on the 2012 municipal operating budget. Council has previously requested that the \$150,000 in the HHSF

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funding be included annually in the operating budget. Approval of the staff recommendation would be pre-committing approval of \$150,000 of municipal funds in the 2012 municipal operating budget for the HHSF program.

Interim funding of \$14,500 per month to Dawn House Women's Shelter for a period of four (4) months is to be provided through the Social Services Stabilization Fund. There is currently \$1,932,414 in the Social Services Stabilization Fund.

CONTACTS:

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OTHER CITY OF KINGSTON STAFF CONSULTED:

Lee Campbell, Acting Manager, Housing Department

Katie Clarke, Manager of Program Delivery, Community and Family Services Department

Adele Lafrance, Director, Community and Family Services Department

Alan McLeod, Senior Legal Counsel, City of Kingston

Desiree Kennedy, City Treasurer

EXHIBITS ATTACHED:

Exhibit A – 2011 Summary of Homelessness Prevention Funding

Exhibit A

2011 SUMMARY OF HOMELESSNESS PREVENTION FUNDING

Funding Source	Agency and Program	Annual Amount	Program Description	Funding for Staff or Program
Consolidated Housing & Homeless Prevention (CHPP)	Salvation Army – The Gathering Place	\$115,560	The Gathering Place provides a non-judgmental atmosphere where homeless or those in need can take shelter from harsh and inclement weather, eat nutritious meals, take part in daily activities such as learning life skills or find respite in a safe and welcoming environment.	<ul style="list-style-type: none"> • Program Staff
Consolidated Housing & Homeless Prevention (CHPP)	Salvation Army – Rent Deposit Assistance Program (RDAP)	\$ 74,998	Grant program to assist homeless, over-housed, inappropriately housed individuals in off-setting first or last month’s rent or clearance of outstanding arrears in order to secure housing.	<ul style="list-style-type: none"> • Bank Program
Consolidated Housing & Homeless Prevention (CHPP)	John Howard Society Support Services	\$ 43,066	Personal support services to assist clients from the community and clients transitioning from correctional institutions to the community from temporary to permanent housing and to connect to other services.	<ul style="list-style-type: none"> • Program Staff
Consolidated Housing & Homeless Prevention (CHPP)	Southern Frontenac Financial Assistance Banks and Support Services	\$ 81,128	Provides intake, case management or referral services for low-income or homeless families. Financial assistance banks to maintain/stabilize housing, geared to the needs of rural residents and a rental property improvement program geared to landlords – such as furnace replacements.	<ul style="list-style-type: none"> • Bank Program • Program Staff

Funding Source	Agency and Program	Annual Amount	Program Description	Funding for Staff or Program
Consolidated Housing & Homeless Prevention (CHPP)	Dawn House Women's Shelter Support Services	\$175,412	Extensive support services from 7 am – 11 pm for residents from front-line staff including counselling, life skills, parenting, budgeting, finding permanent housing, and assistance with drug and alcohol treatment	<ul style="list-style-type: none"> • Program Staff
Consolidated Housing & Homeless Prevention (CHPP)	Elizabeth Fry Society Support Services	\$185,307	Community and housing support program for women who are homeless and women in either transitional or permanent housing. Includes life skills and eviction prevention.	<ul style="list-style-type: none"> • Program Staff
Consolidated Housing & Homeless Prevention (CHPP)	Home Base Housing – Housing Help Centre Eviction Prevention Worker	\$ 57,074	Community outreach and drop in support services directed at homeless and at risk of homeless individuals and families.	<ul style="list-style-type: none"> • Program Staff
Consolidated Housing & Homeless Prevention (CHPP)	Home Base – Fresh Start Program Youth Net Program	\$610,442	<p><u>Fresh Start</u> – Support services for individuals with a variety of special and complex needs transitioning to and living in “alternative housing”.</p> <p><u>Youth Net</u> – Supportive Housing Program for youth aged 16 – 24 years of age. This is a structured, transitional housing program for young people who want to make changes in their lives and work towards independence. Staff also provides outreach services to youth.</p>	<ul style="list-style-type: none"> • Program Staff • Program Staff
Municipal Homeless/Housing Strategic Funds (MHHS)	Home Base Housing Eviction Prevention Worker	\$ 50,000	Eviction prevention services for clients at risk of eviction, including outreach, drop in support services and advocacy services.	<ul style="list-style-type: none"> • Program Staff

Funding Source	Agency and Program	Annual Amount	Program Description	Funding for Staff or Program
Municipal Homeless/Housing Strategic Funds (MHHS)	Home Base Housing In from the Cold Shelter Safety and Security	\$ 45,000	To ensure that there is an additional staff member available during the overnight shift at the shelter to assist in providing staff and client safety	<ul style="list-style-type: none"> • Program Staff
Municipal Homeless/Housing Strategic Funds (MHHS)	Ryandale Family Shelter Day Shelter Staff and Services	\$ 55,000	To staff the facility in the day time so that clients who work nights; families with pre-school/school aged children and those with physical limitations do not have to leave the facility during the daytime.	<ul style="list-style-type: none"> • Program Staff