





**THAT** the Executive Director of Housing and Children's Services **BE AUTHORIZED** to approve amendments to the CHPI Investment Plan and submit the amended Plan to the Ministry of Municipal Affairs and Housing over the program duration provided that any submission, amendment or reallocation does not exceed the City's budgeted contributions to the program; and

Housing and Children's Services **BE AUTHORIZED**, throughout the duration of CHPI to re-allocate funds in year between the four different program components and program recipients, agencies and organizations to maintain and ensure compliance with program rules and criteria and/or to enable full take-up of program funds and/or to address local community needs provided that any submission, amendment or reallocation does not exceed the City's budgeted contributions to the program; and

**THAT** the Community Development & Health Commissioner **BE AUTHORIZED** to sign, amend, or terminate agreements with Purchase of Service agencies on behalf of the City in accordance with the existing criteria and any changed criteria established by the MMAH Agreement when guidelines become available, satisfactory in form to the City Solicitor, in technical content to the Executive Director of Housing and Children's Services and financial content to the City Treasurer and where the net city contribution does not exceed \$150,000 or \$1,000,000 gross. For Purchase of Service agreements that exceed a \$150,000 net city contribution or a \$1,000,000 gross contribution, that in addition to the Community Development & Health Commissioner that the Chief Administrative Officer **BE REQUIRED** to sign as a secondary authority.


Carried.

Councillors Halberstadt and Hatfield voting nay.

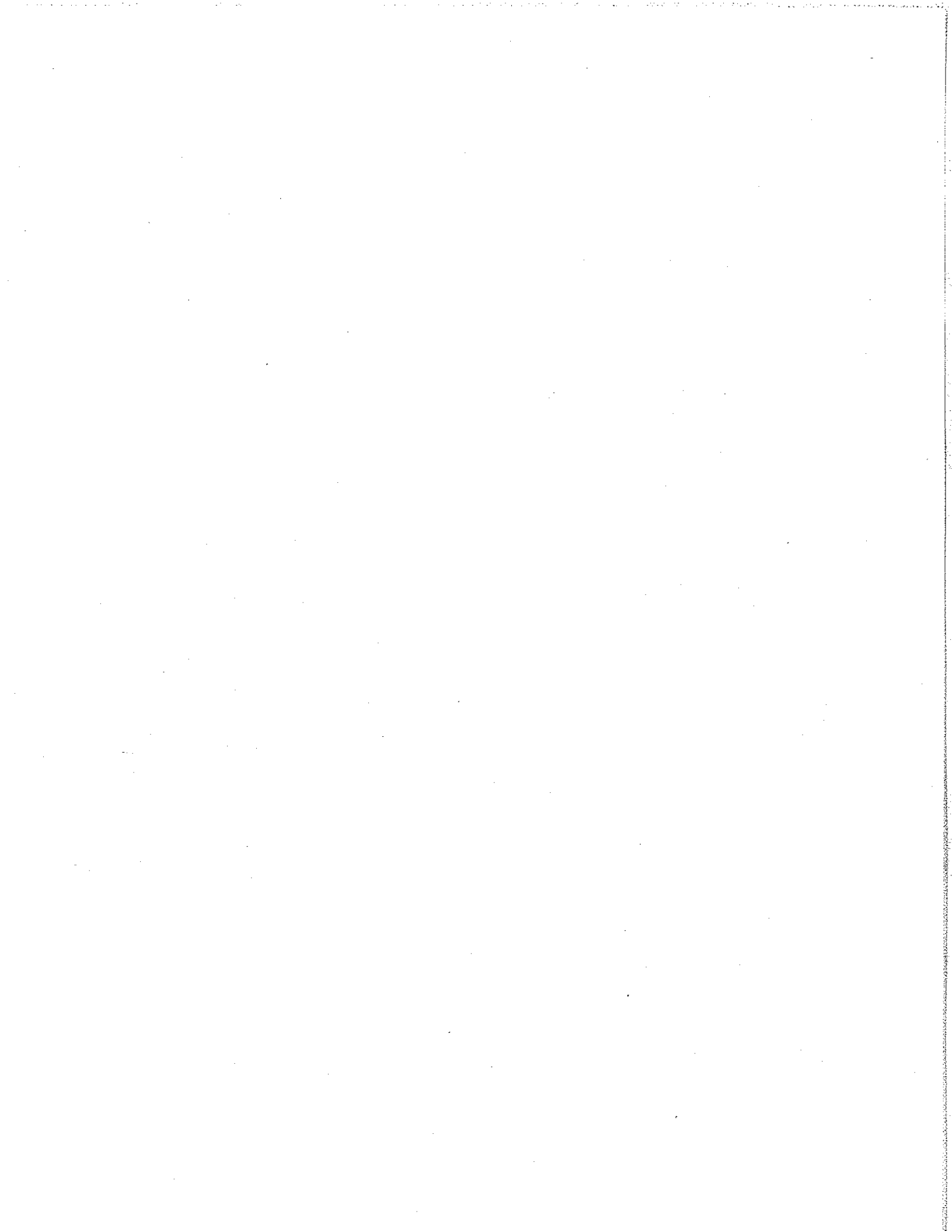
*Clerk's Note:* The administrative report authored by the Acting Manager of Residential Support Services dated October 19, 2012 entitled "Long Term Affordable Housing Strategy Phase 1: Community Homelessness Prevention Initiative and Changes to the Community Start up and Maintenance Benefit and Discretionary Benefits" is attached as background information.

LIVELINK #16214, GH/6905

  
 ACTING CHAIRPERSON

  
 DEPUTY CITY CLERK

NOTIFICATION:		
Name	Telephone	Email
June Muir		<a href="mailto:jmuir@uhc.ca">jmuir@uhc.ca</a>
Anna Angelidis		<a href="mailto:angelidis@lscdg.com">angelidis@lscdg.com</a>
Brian Gregg		<a href="mailto:bgregg@countyofessex.on.ca">bgregg@countyofessex.on.ca</a>
Marion Overholt		<a href="mailto:overholm@lao.on.ca">overholm@lao.on.ca</a>
Adam Vasey		<a href="mailto:avasey@cogeco.net">avasey@cogeco.net</a>
William Bijl		<a href="mailto:wbijl@kanataliving.ca">wbijl@kanataliving.ca</a>
Tom MacKay		<a href="mailto:tmackay@clarkslaw.com">tmackay@clarkslaw.com</a>
Lorena Shepley		<a href="mailto:l_shepley@hotmail.com">l_shepley@hotmail.com</a>



**THE CORPORATION OF THE CITY OF WINDSOR**  
**Social Development, Health and Culture Standing Committee-**  
**Administrative Report**

**MISSION STATEMENT:**

*"The City of Windsor, with the involvement of its citizens, will deliver effective and responsive municipal services, and will mobilize innovative community partnerships"*

<b>LiveLink REPORT #: 16214 GH/6905</b>	<b>Report Date: October 19, 2012</b>
<b>Author's Name: Diane Quinn, Winnie Lee</b>	<b>Date to Standing Committee: November 14, 2012</b>
<b>Author's Phone: 519 ext. 255-5200 ext 5250, 5400</b>	<b>Classification #:</b>
<b>Author's E-mail: dquinn@city.windsor.on.ca wlee@city.windsor.on.ca</b>	

**To: Social Development, Health and Culture Standing Committee**

**Subject: Long Term Affordable Housing Strategy Phase 1: Community Homelessness Prevention Initiative and Changes to the Community Start up and Maintenance Benefit and Discretionary Benefits**

**1. RECOMMENDATION: City Wide: X Ward(s):**

**THAT** City Council **RECEIVE** an update on the first phase of the Long Term Affordable Housing Strategy: Community Homelessness Prevention Initiative (CHPI) and the provincial changes to Community Start-up and Maintenance Benefits and Discretionary Benefits (CSUMB).

**THAT** City Council **APPROVE** the continuation of the current delivery model of Housing and Homelessness programs and the proposed Housing Stability Plan for 2013 as a transition measure pending Ministry of Municipal Affairs and Housing (MMAH) guidelines and that Council **APPROVE** funding **Option C**, whereby:

- a) the municipal contribution that was formerly associated with Homelessness programs would be reduced by \$690,892 in order to assist with achieving the Council approved direction for the 2013 Municipal Budget of a 10% reduction for the Housing and Children's Services budget; and
- b) that \$234,701 net City funding currently budgeted for CSUMB within Employment & Social Services, be transferred to the CHPI program.

**THAT** the Chief Administrative Officer and City Clerk **BE AUTHORIZED** to enter into agreements with the MMAH for the Consolidated Homelessness Prevention Initiative funding

satisfactory in form to the City Solicitor, in technical content to the Executive Director of Housing and Children's Services and financial content to the City Treasurer.

**THAT** the Community Development and Health Commissioner **BE AUTHORIZED** to approve and submit an CHPI Investment Plan to the Ministry of Municipal Affairs and Housing for program Years 1 (2013/14) to Year 3 (2015/16) and every 3 years thereafter for Windsor Essex provided that any submission, amendment or reallocation does not exceed the City's budgeted contributions to the program; and

**THAT** the Executive Director of Housing and Children's Services **BE AUTHORIZED** to approve amendments to the CHPI Investment Plan and submit the amended Plan to the Ministry of Municipal Affairs and Housing over the program duration provided that any submission, amendment or reallocation does not exceed the City's budgeted contributions to the program; and

**THAT** the Executive Director of Housing and Children's Services **BE AUTHORIZED**, throughout the duration of CHPI to re-allocate funds in year between the four different program components and program recipients, agencies and organizations to maintain and ensure compliance with program rules and criteria and/or to enable full take-up of program funds and/or to address local community needs provided that any submission, amendment or reallocation does not exceed the City's budgeted contributions to the program;

**THAT** the Community Development & Health Commissioner **BE AUTHORIZED** to sign, amend, or terminate agreements with Purchase of Service agencies on behalf of the City in accordance with the existing criteria and any changed criteria established by the MMAH Agreement when guidelines become available, satisfactory in form to the City Solicitor, in technical content to the Executive Director of Housing and Children's Services and financial content to the City Treasurer and where the net city contribution does not exceed \$150,000 or \$1,000,000 gross. For Purchase of Service agreements that exceed a \$150,000 net city contribution or a \$1,000,000 gross contribution, that in addition to the Community Development & Health Commissioner that the Chief Administrative Officer **BE REQUIRED** to sign as a secondary authority

### **EXECUTIVE SUMMARY:**

N/A

## **2. BACKGROUND:**

### **Current Housing and Homelessness Model in Windsor and Essex County:**

The Residential Supports Services area of Housing and Children's Services assists individuals in moving along the continuum of housing through five types of purchase of service agreements. The continuum of housing moves along a path from homelessness to assisting individuals to secure and retain permanent housing.

The City of Windsor currently has agreements with or directly delivers the following services:

- Emergency Shelter (ES) Program: two agencies that provide emergency shelter for individuals experiencing homelessness
- Energy Emergency Fund (EEF) program: two agencies provide assistance with hydro and gas arrears in order to allow individuals to maintain their housing
- Consolidated Homelessness prevention (CHPP) Program: five agencies that provide services to individuals that assist individuals who are homeless or at risk of homelessness through support

services, connecting individuals to community resources, and assisting individuals to find and maintain stable housing

- Domiciliary Hostels (DH) Program: thirteen agencies that provide accommodations and support for individuals with low-income who require supervised care due to mental health issues, addiction issues, developmental disabilities or those who are elderly and frail
- Rent Bank (RB) Program: The Rent Bank program is currently administered by the Residential Support Services staff internally through Housing and Children's Services

Details of the above Service Providers are listed in Appendix A.

Currently the County of Essex administers its own Domiciliary Hostel program and they have an agreement with the Ministry of Community and Social Services that ends on December 31, 2012. With the changes to the 2013 funding allocations, the City of Windsor, as the Consolidated Municipal Services Manager (CMSM) for housing and homelessness programs, will be receiving, within our funding envelope, the County of Essex's allocation for their Domiciliary Hostel Program.

At the time of writing of this report, discussions are underway with the County on the following: 1) the transfer of funding for the 2013 year, 2) the County's commitment to the Transition Model and 3) consistency in delivery for the Domiciliary Hostel Program.

### **Homelessness Programs:**

In 2007, the provincial government committed to create a long-term strategy for affordable housing. By 2008, the Provincial-Municipal Fiscal and Service Delivery Review reached a landmark agreement to provide municipalities with funding to operate housing and homelessness programs. The review was a wide-ranging initiative that examined the provincial-municipal relationship in order to improve the delivery and funding of services for Ontarians.

The first phase of the Long Term affordable Housing Strategy is the Community Homelessness Prevention Initiative (CHPI). The vision for the CHPI is a better coordinated and integrated service delivery system that is people-centered, outcome-focused and reflects a Housing First approach to prevent, reduce and address homelessness in communities across Ontario.

The principles of the CHPI include "Housing First", "People-Centred", "Partnership Based", "Locally Driven", "Inclusive", "Fiscally Responsible", "Outcomes focused". Please refer to Appendix B for further details.

The role of the municipality as the service manager is to set the vision for housing, reflecting the provincial interest. The City of Windsor will provide leadership through the development and implementation of local plans, in addition to the administration of housing and homelessness programs in collaboration with other programs and services for Windsor and Essex County.

Under the first phase of the LTAHS, the Community Homelessness Prevention Initiative (CHPI) will consolidate funding for the following five current homelessness programs into one funding envelope administered through MMAH: The Consolidated Homelessness Prevention Program (CHPP); Emergency Energy Fund (EEF); Domiciliary Hostels (DH); Emergency Shelters (ES) and the Rent Bank (RB).

### **3. DISCUSSION:**

## **New Housing and Homelessness Model: CHPI**

The proposed program consolidation will allow municipalities to use funding in a more flexible manner that is reflective of the local need. Service managers will have the flexibility to choose from four service categories that reflect current programs by allowing for creative response that reflect local need. The four categories include:

- Emergency Shelter Solutions (e.g. emergency shelter bed);
- Housing and Related Supports (e.g. permanent housing, rental allowance);
- Services and Supports (e.g. street and housing outreach, housing search);
- Homelessness Prevention ( e.g. rent support/eviction prevention)

It is important to note that communities do not have to implement each of the supports available. Implementation will be based on local need and community priorities.

Service Managers will be measured against two outcomes. These include the extent to which:

- People who experience homelessness obtain and retain housing; and
- People at risk of homelessness remain housed

Locally, a Long Term Affordable Housing Advisory Committee (LTAHSAC) has been formed with representation by City of Windsor staff, County of Essex, community partners and stakeholders. The terms of reference include the creation of a work plan for the development of a ten year housing and homelessness plan as well as responsibility to steer the strategy, process and plan to completion. Service planning has begun and the LTAHSAC is developing a framework by looking at what programs and services currently exist in the community as a starting point for the formation of the plan. This has allowed for the creation of an asset map that will guide discussions for next steps of the plan which will include community consultations to engage all partners and stakeholders to seek input on program development.

An Investment Plan is required to be submitted by February 15, 2013. Investment plans will need to be submitted annually until March 2016. After that time a 3 year plan will need to be submitted. The Investment Plan addresses two areas: 1) how the funding will be used, and 2) how the funding will be used by quarter and service category.

Four out of five of the programs were previously administered by the Ministry of Community and Social Services. The program and policy administration for homelessness programs will be transferred to the Ministry of Municipal Affairs and Housing effective January 1, 2013. Service Agreements with MMAH and Service Managers will need to be signed by December 10, 2012 to receive the first CHPI payment on January 1, 2013. The new approach to provincial homelessness program funding will consist of "Base Funding and Needs Based Funding". A detailed discussion on the breakdown of this funding is included in the Financial Section of this report.

## **Social Assistance Community Start-up and Maintenance Benefit (CSUMB) and Capping of Discretionary Benefits**

Currently, the CSUMB is a mandatory social assistance benefit that provides funding to eligible recipients to assist with the costs of:

- Establishing a new residence
- Preventing eviction or discontinuation of heating or utilities
- Maintaining an existing residence



The 2012 Provincial Budget announced that, as part of the first phase of consolidation of homelessness programs, the Community Start Up and Maintenance Benefit is being removed from social assistance, effective January 1, 2013. A portion of funding will be included in the new consolidated model for delivery of homelessness services through the Long Term Affordable Housing Strategy.

Currently, eligible social assistance recipients receive various health and non health benefits at the discretion of the municipality, subject to provincial guidelines. As communicated to Council previously, the funding for Discretionary Benefits has been capped, effective July 1<sup>st</sup>, 2012 and we have recommended status quo for the 2012 year in the area of Discretionary Benefits.

**2013 Transition Model:**

At the time of drafting this report, details on program design guidelines and reporting requirements, are scheduled to be released in November 2012. Therefore, the department has developed a transition model to ensure that service delivery will continue in an attempt to minimize service disruption to individuals at risk of homelessness. A Council approved Transition plan will allow for the creation of the program vision, model and the identification of the needs and priorities of the community in consultation with the Long Term Affordable Housing Strategy Advisory Committee (LTAHSAC). It is therefore recommended that the current funded programs and services will be deemed as under review until such time that the work of LTAHSAC is completed over the course of 2013 and Council has an opportunity to evaluate and approve the 10 year Housing and Homelessness Plan for Windsor and Essex County. The plan is due for review by the Ministry of Municipal Affairs and Housing on January 1, 2014. We are proposing that the implementation of the plan will begin in 2014.

**Housing Stability Plan (HSP):**

In addition, it is recommended to create a Housing Stability Plan (HSP) to mitigate the impact of the discontinuation of the CSUMB and the capping of Discretionary Benefits. This Plan would provide assistance with housing and homelessness related expenses to individuals who currently receive Ontario Works (OW), Ontario Disability Support Program (ODSP) or individuals with low income requesting one time assistance.

The recommended HSP consists of three strategies intended to prevent homelessness based on the priorities set by the department. These strategies include the internal administration of the Rent Bank, the Integrated Utility Team through a purchase of service and appropriate support available within Ontario Works.

Strategy	Target population	Expected Outcome
<b>1. Rent Related Assistance:</b> Provide assistance to individuals with rental arrears.	OW, ODSP clients and Low Income individuals	Prevent homelessness by providing rent deposits and assisting with rent arrears
<b>2. Expansion of the Utility Program:</b> Enhanced supports for individuals and families facing heat, hydro and water disconnection by enhancing funding for the existing utility assistance program.	OW, ODSP clients and Low Income individuals	Prevent homelessness by averting heat water and hydro cut off through the administration of service providers.

<b>3. Other Housing and Homelessness Supports:</b> Provides shelter and non shelter supports for health and homelessness	OW, ODSP clients and Low Income individuals	Prevent homelessness by providing shelter and non shelter supports.
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**1. Rent Related Assistance**

Currently the Rent Bank provides emergency grants to low income tenants who are in short term arrears and facing eviction. The criteria for this program will be expanded to include OW and ODSP recipients. Delivery of the program for low income individuals will continue to be administered through the Housing and Children's Services Area. Delivery of the program for ODSP or OW individuals will be administered through Employment & Social Services.

**2. Expansion of the Utility Program**

The Integrated Utility Team is a purchase of service and administered by external service providers. They receive funding from the EEF program, Utility companies (ex. LEAP grant) and Pathway to Potential funds. Currently, the program provides funding for low income individuals who are experiencing an energy related emergency. These emergencies may include: utility arrears, security deposits, and reconnection costs for electricity, hydro, natural gas, oil and other forms of energy. The criteria for this program will be expanded to include OW and ODSP recipients. Delivery will continue through purchase of service. The purchase of service agreement enhancement is allowable under Purchasing Schedule A to By-Law 93-2012- Exemptions section 5 which states:

*Payments to Social Service Agencies and Health Agencies under purchase of service agreements, including all related:*

- a. *Medical and dental fees*
- b. *Committee fees*
- c. *Burial expenses*
- d. *Enforcement payments*

**3. Other Housing and Homelessness Supports**

Ontario Works will assume the delivery of shelter and non shelter related requests from OW, ODSP recipients and low income individuals for the transitional year. Policy development will take place once program guidelines have been received by MMAH.

**Available Staffing for Increased Workload**

The intent is to use existing OW temporary staffing budget dollars to create an integrated team to perform the following tasks: 1) application for social assistance; 2) employment planning; (i.e., completion of participation agreements); 3) eligibility/financial updates (i.e., Form 1); 4) auditing (i.e., Enhanced Verification Process); 5) Provision of discretionary benefits and Housing Stability Funds. However the integrated team would not maintain an ongoing caseload in order to address these responsibilities. It is important to mention that our concern is the volume of work that remains to be unknown. The original intent of the integrated team was to increase the department's ability to move social assistance recipients from financial assistance towards employment activities and independence. Despite the integrated team's involvement in the discretionary benefits and Housing Stability Fund and we are not certain that it will provide the staffing capacity to meet the increased demand, particularly with respect to the added workload from ODSP.

## **Strategy to Mitigate Capping of Discretionary Benefits & Impact of CSUMB Removal**

As communicated in Council Report (Livelink #16060), MCSS began capping discretionary benefits at \$10 per case effective July 1, 2012. The full impact that the removal of CSUMB (formerly a mandatory benefit) will have on demand for discretionary benefits from OW and ODSP recipients cannot be determined with certainty. As noted in the financial section, the funding available in 2013 to address these types of expenditures has been reduced. This funding reduction could potentially increase the demand for discretionary benefits. In using 2011 spending levels, it is estimated that a shortfall of an estimated \$106,000 could be experienced in 2013 under Discretionary Benefits as a result of the funding cap. Administration is exploring ways to contain the projected increase in municipal cost. The measures being examined include:

- Exercise alternative funding options for the provision of special services such as Interpreter Services and Vocational Job Specific Training; that is, move allowable expenditures from Discretionary Benefits to OW Program Delivery accounts.
- Removal of infrequently requested items from the Chart of Allowable Discretionary Benefits.
- Capping of items including health related items at the maximum prescribed by the Ministry of Health and Long Term Care (MOHLTC) schedules.
- Discontinue assistance for items which are not covered under the Assistive Device Program (ADP), unless otherwise deemed detrimental to health.
- Review potential reductions to the Dental Discretionary program.
- Approval guidelines will be set as not to duplicate and or top up assistance provided through the Housing Stability Plan.

The use of a Review Panel is being considered with the goal of making sure extenuating situations are examined to avoid undue hardships.

Alternative approaches to contain costs are being explored such as the use of corporate vendors, Request for Proposal (RFP) for health and non health related items as part of the Business Review process. Council will be updated as changes occur.

This transition plan allows for development of a model to bring forward to the community for consultation in keeping with the Long-Term Local Housing and Homelessness Plan. Council will be updated as soon as information is received from the province.

#### **4. RISK ANALYSIS:**

##### **Financial Impact:**

The Province's decision to eliminate CSUMB and reinvest only half of its previous commitment puts local government in the difficult position of either continuing to provide the same level of service by assuming 100% of the funding shortfall or reducing or eliminating services to people living in poverty. The elimination of CSUMB may increase pressure on the Ontario Works discretionary budget which is already being negatively impacted by the new Provincial funding cap on discretionary benefits.

**Staffing and Service Level Impact:**

The Provincial ODSP office currently administers CSUMB for ODSP recipients. The Employment & Social Services Department administers CSUMB for OW recipients. As of January 1, 2013, under the recommended HSP model, some components of the program (Rent Related Assistance and Other Housing Supports) will not only be administered to OW clients, but will now also include a matching caseload of ODSP clients and low income individuals resulting in a significantly increased workload and could have a potential impact on service delivery.

**5. FINANCIAL MATTERS:**

On September 27<sup>th</sup>, MMAH announced the City of Windsor's allocation of CHPI funding for the 2013-14 Ministry year to be \$8,017,482. The City's 2013 fiscal allocation is projected to be \$7,920,549. Service Managers may use up to 10% of their CHPI annual allocation for program administration. The province is providing funding based on a combination of current "Base Funding" and "Needs Based" funding for the 2013-14 year as follows:

**Base Funding - \$5,931,699**

This portion combines the funding formerly received for the five existing homelessness related programs (listed in Background Section) which will be combined to form the "Base Funding".

**Needs Based Funding - \$2,085,782**

This portion of funding consists of the reinvestment from CSUMB program (removed from social assistance and reinvested at 50% of the previous total provincial CSUMB allocation into the new consolidated program) along with the scheduled upload of both Emergency Hostel Services and CSUMB. Needs Based Funding is allocated according to each Service Manager's share of households in Deep Core Housing Need (a Statistics Canada measure that identifies households who spend over 50 per cent of their gross income on housing and, or, also have issues related to suitability and adequacy). Windsor's share is 2.72% of the Provincial total.

The table below depicts the 2012 Municipal Budget/2012 Service Levels (after adjusting for the effect of the 2013 provincial upload of Emergency Shelter and CSUMB costs). The fiscal 2013 CHPI subsidy allocation of \$7,920,549 is insufficient to fully fund the services and service levels that are currently being provided. It is projected that to maintain current services and service levels, the municipality (City and County) will need to contribute \$2,207,517. A municipal contribution of \$1,468,535 (\$990,068 City, \$478,467 County) is currently budgeted for these programs. If this level of municipal funding is maintained, the projected funding shortfall of \$738,982 will need to be managed through strict adherence to guidelines and regular monitoring of costs.

As illustrated in the table below, the County of Essex currently contributes to the Emergency Shelter and Community Start Up and Maintenance Benefit costs in accordance with the negotiated City/County cost sharing formula. The municipal contribution to the County's Domiciliary Hostel program was exclusively a County cost. Since municipal contributions to the CHPI program are discretionary, County Council will have to consider their ongoing commitment to these programs.

2012 Municipal Budget / 2012 Service Levels					
Programs or Services Provided:	Gross Expenditure	Ministry Subsidy	Municipal Share	County Share	City Share
Consolidated Homelessness Prevention Program	\$ 423,726	\$ 423,726	\$ -	\$ -	\$ -
Energy Emergency Fund	\$ 64,310	\$ 64,310	\$ -	\$ -	\$ -
Domiciliary Hostel - City Program	\$ 3,510,232	\$ 2,819,340	\$ 690,892	\$ -	\$ 690,892
Domiciliary Hostel - County Program*	\$ 1,766,385	\$ 1,430,048	\$ 336,337	\$ 336,337	\$ -
Emergency Shelter (net of 2013 upload)	\$ 627,787	\$ 538,641	\$ 89,146	\$ 24,671	\$ 64,475
MMAH Rent Bank (2012 Allocation)	\$ 155,625	\$ 155,625	\$ -	\$ -	\$ -
<b>Total Homelessness Program Funding</b>	<b>\$ 6,548,065</b>	<b>\$ 5,431,690</b>	<b>\$ 1,116,375</b>	<b>\$ 361,008</b>	<b>\$ 755,367</b>
CSUMB - ODSP *	\$ 1,100,000	\$ 1,100,000	\$ -	\$ -	\$ -
CSUMB - OW (net of 2013 upload)	\$ 2,480,000	\$ 2,127,840	\$ 352,160	\$ 117,459	\$ 234,701
<b>Total Homelessness &amp; CSUMB Funding</b>	<b>\$ 10,128,065</b>	<b>\$ 8,659,530</b>	<b>\$ 1,468,535</b>	<b>\$ 478,467</b>	<b>\$ 990,068</b>
<i>*Not currently part of City Budget</i>					
Less: 2013 Fiscal CHPI Allocation	\$ 7,920,549	\$ 7,920,549			
Municipal Funding Needed To Maintain Existing Levels of Service	\$ 2,207,517				
Municipal Funding In 2012 Approved Budgets (after 2013 upload)	\$ 1,468,535				
<b>Projected Municipal Shortfall at Existing Service Levels</b>	<b>\$ (738,982)</b>				
<b>Projected Provincial Funding Reduction</b>		<b>\$ (738,982)</b>			

The MMAH has advised municipalities that the provision of funding toward this new model is now discretionary rather than mandatory. Therefore for City Council's consideration, Administration developed the following (4) funding options:

**A. Maintain Existing Service Levels**

**City and County Budget Impact:** \$738,982 Increase

To maintain 2012 service levels, the CHPI funding allocation would need an additional municipal (City/County) contribution of \$738,982 to offset the loss in Provincial revenue.

**Human Impact:**

Although continuing to provide the same level of service based on historic need would avoid anybody being negatively impacted by the provincial decision, however, the cost to maintain this level of service may be significant for the municipality in terms of budget as well as staffing levels.

**B. Maintain Existing Municipal Contribution:**

**City Budget Impact:** \$0

All municipal contributions currently budgeted for CSUMB and the existing five Homelessness programs, would be transferred to the CHPI program. This would maintain the municipal contribution of \$1,468,535 (City Share \$990,068; County share \$478,467). This option maintains existing service levels in the Homelessness programs and would mitigate some of the loss of CSUMB; however services levels will still need to be reduced by \$738,982 in order to manage the projected funding shortfall.

**Human Impact:**

Reductions to client supports will be inevitable due to the projected funding shortfall in the CSUMB type assistance. This may result in overflow into Discretionary Benefits thereby potentially affecting assistance available for health related items to social assistance recipients. Partial assistance may not achieve the objective of preventing homelessness or retaining housing.

### **C. Partial Reduction of Municipal Funding**

**City Budget Impact:** \$690,892 Reduction

The municipal contribution that was formerly associated with Homelessness programs would be reduced by \$690,892 in order to assist with achieving the Council approved direction for the 2013 Municipal Budget to bring forward options of up to 10% reduction for the Housing and Children's Services budget. This option would also require that the City's budgeted contribution towards CSUMB of \$234,701 currently budgeted within Employment & Social Services be transferred to the CHPI program in Housing & Children's Services. This option, if approved by Council, would be a net City reduction to the 2013 budget of \$690,892. In order to keep options available for City Council to meet its budget goals, at this time Option C is recommended. Should budget flexibility become available this will be revisited.

**Human Impact:**

This option presents a further reduction in service levels. In addition to the \$738,892 reduction in service outlined in option "B", this option would equate to a reduction in service in the Domiciliary Hostel program of approximately 87 beds from the current 416 subsidized beds. This will impact the current Domiciliary Hostel providers by reducing their revenues and potentially putting some businesses at risk. It also has staffing implications for Housing and Children's Services. Further, the elimination of the 87 beds has the potential to put pressure on our emergency shelter services as individuals may have difficulty accessing appropriate housing and will therefore have to rely on emergency shelter services to address their housing needs until a more permanent solution becomes available.

### **D. Full Elimination of Municipal Funding**

**City Budget Impact:** \$990,068 Reduction

The municipal contribution toward CSUMB type benefits and CHPI are no longer mandatory and could be considered for 2013 budget reduction. The budget reduction would decrease the budget by the full municipal contribution of \$1,468,535 (City Share \$990,068; County share \$478,467). MMAH has indicated that future CHPI allocations would be increased by the proportionate share of upload associated with Emergency Shelter and CSUMB benefits.

**Human Impact:**

This option would significantly reduce the level of service that is currently available in all of the homelessness programs within the community. It could potentially impact current lodging home providers and other agencies. It could result in severely affecting individuals who need assistance with housing and homelessness prevention.

**Overall Corporate Budget Impact of Recommendation:**

Ideally, this decision would have been brought forward as part of the 2013 budget process, however as the need to sign the agreement with MMAH precludes that opportunity, "Option C – Partial Reduction of Municipal Contribution" is being recommended to Council. Under this recommendation, Employment & Social Services would transfer \$234,701 of city funding (formerly budgeted for CSUMB) to the CHPI program in Housing & Children's Services. Housing & Children's Services would reduce their Homelessness programs budget by a net city reduction of \$690,892.

To mitigate the impact of the Province's funding cap on discretionary benefits, all options identified above include moving allowable expenditures for special services (i.e. Interpreter and Vocational Job Specific training) from OW Discretionary Benefits to OW Program Delivery. Based on 2012 activity, there is sufficient room within OW Program Delivery to absorb these costs without impact to the OW Program Delivery budget. Any discretionary benefit costs above the funding cap become 100% municipally funded. Moving these costs to OW Program Delivery would allow them to be cost shared with the Province and County. In addition these costs would

also be eligibility for inclusion in the Ontario Municipal Partnership Fund calculation which is discussed below.

This option may also have additional corporate budget implications which cannot be determined at this time specifically as it relates to the Ontario Municipal Partnership Fund. The OMPF funding model is currently under review by the province and 2013 guidelines have not been released. New property tax assessments by MPAC are pending, which form the basis of determining thresholds for OMPF purposes. Historically, any increase or decrease in the City's contribution to eligible social programs that were over the threshold would equate to the same increase or decrease in the City's OMPF revenue. Municipal contribution towards the CHPI program is now discretionary and may not be considered eligible for OMPF revenue purposes. Administration is awaiting clarification from the Province around this issue. The impact these changes have on the corporate budget will be reported to Council as new OMPF information becomes available. It is possible that once the full impact to the OMPF grants of this issue are known, that an amended recommendation will be brought to council.

An Investment Plan on how the CHPI funding will be used will be presented to Council after the MMAH releases the operational guidelines and prior to the Ministry's submission deadline of February 15, 2013.

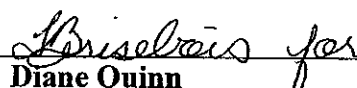
**6. CONSULTATIONS:**


Shelby Askin-Hager, Deputy City Solicitor/Manager Purchasing and Risk Management  
Linda Higgins, Manager Intergovernmental Subsidies and Financial Administration

**7. CONCLUSION:**

The goal of program consolidation is to allow municipalities the flexibility to respond to the local needs of the community. The new funding formula will provide opportunities to enhance services and create a plan that reflects local needs and the priorities of the community. Council approval for the 2013 Transition Model including the Housing Stability Plan and the Discretionary Benefits Plan will assist in service delivery in the interim and allow for the development of a model to take forward to the community for consultation. Consideration of any model will centre around a criteria involving homelessness prevention, utilities and heat maintenance, and health.

However, the dilemma and unknown factors that we face is that this is not only a reduction in provincial funding but it presents a substantial increase in caseload and therefore also in workload to resource within the existing staffing structure. Hence we are limited in our ability to adopt some of the options presented in this report, particularly those that can be considered an enhancement. A Long Term Affordable Housing Strategy in the form of a 10 year Housing and Homelessness Plan will be brought forward to Council at a later date.

  
\_\_\_\_\_  
Diane Quinn  
Acting Manager, Residential Support  
Services

  
\_\_\_\_\_  
Winnie Lee  
Customer Service Manager, Employment  
and Social Services

**Debbie Cercone**  
Executive Director, Housing and Children  
Services

**Bruno Ierullo**  
Executive Director, Employment and Social  
Services

for

**Ronna Warsh**  
Community Development and Health  
Commissioner

**Onorio Colucci**  
Treasurer

**Helga Reidel**  
Chief Administrative Officer

**APPENDICES:**

**Appendix A: List of Service Providers**

**Appendix B: Principles of CHPI**

**DEPARTMENTS/OTHERS CONSULTED:**

**Name: Shelby Askin-Hager, Deputy Solicitor, Manager Purchasing and Risk Management**

**Phone #: 519-255-6100 ext. 6280**

**Name: Linda Higgins, Manager Inter-governmental Subsidies and Financial Administration**

**Phone #: 519 255-5200 ext. 5222**

**NOTIFICATION :**

Name	Address	Email Address	Telephone	FAX
June Muir, Unemployed Help Centre	6955 Caledon Dr., Windsor ON N8T 3J9	<a href="mailto:JMuir@uhc.ca">JMuir@uhc.ca</a>	519-944-4900	519-944-9184
Ms. Anna Angelidis, Housing Information Services	#200-3450 Ypres Ave. Windsor, ON N8W 5K9	<a href="mailto:angelidis@lscdg.com">angelidis@lscdg.com</a>	519-254-4824	519-254-3450
Brian Gregg, County of Essex	3600 Fairview Avenue West, Essex, ON N8M 1Y6	<a href="mailto:bgregg@countyofessex.on.ca">bgregg@countyofessex.on.ca</a>	519-776-6441	519-776-4455
Marion Overholt, Interim Executive Director Legal Assistance of Windsor	85 Pitt St E Windsor, ON N9A 2V3	<a href="mailto:overholm@lao.on.ca">overholm@lao.on.ca</a>	519-256-7831 ext. 214	519-256-1387
Adam Vasey, Director Pathway to Potential	80 Chatham St. E., Windsor, ON, N9A 2W1	<a href="mailto:avasey@cogeco.net">avasey@cogeco.net</a>	519.255.6545 ext. 6953	



## APPENDIX A

The City of Windsor currently has agreements with or directly delivers the following services:

- Emergency Shelter (ES) Program: two agencies that provide emergency shelter for individuals experiencing homelessness
  - Salvation Army (Men)
  - Well-Come Home Shelter (Women)
- Energy Emergency Fund (EEF) Program: two agencies provide assistance with hydro and gas arrears in order to allow individuals to maintain their housing
  - Unemployed Help Centre
  - Housing Information Services
- Consolidated Homelessness Prevention Program (CHPP): five agencies that provide services to individuals that assist individuals who are homeless or at risk of homelessness through support services, connecting individuals to community resources, and assisting individuals to find and maintain stable housing
  - Housing Information Services
  - Family Services Windsor
  - Youth & Family Resource Network
  - Well-Come Home Centre for Human Potential
  - Homeless Coalition Windsor Essex
- Domiciliary Hostels (DH) Program: thirteen agencies that provide accommodations and support for individuals with low-income who require supervised care due to mental health issues, addiction issues, developmental disabilities or those who are elderly and frail
  - Bruce Villa
  - Devonshire Seniors Residence
  - Iris Residential Inns
  - La Maison Royale
  - Maisonville Court
  - Manor House Lodge
  - Marentette Rest Home
  - New Haven Rest Home
  - Salvation Army Windsor & Rehabilitation Centre
  - Victoria Manor
  - Walkerville Rest Home
  - Willistead Inn
  - Willow Court Lodging Home

## APPENDIX B

The principles of the CHPI include:

- **Housing First:** programs should be based on a Housing First approach to assist people who are homeless to obtain and maintain long-term affordable housing and to assist those who are at-risk of homelessness to remain housed;
- **People-Centred:** Housing programs, services, supports should be based on a "people-centred" approach that focuses on positive results for individuals and families who are homeless or at-risk of homelessness;
- **Partnership Based:** Housing and homelessness related services in Ontario require strong partnership between all levels of government, non-profit and co-operative housing providers, community support services and the people who require housing and homelessness-related supports to build healthy, sustainable and inclusive neighbourhoods;
- **Locally Driven:** Homelessness-related services, programs and housing must be locally relevant and based on peoples' needs to provide opportunities to access affordable and safe housing, employment, support services and other community resources;
- **Inclusive:** All persons have the right to equal treatment and protection from discriminatory practices that limit their housing opportunities. Local services, programs, initiatives and decision making will reflect the voices, experiences and input of people who lived experience of homelessness and risk of homelessness;
- **Fiscally Responsible:** Funding for the CHPI will be administered for local initiatives that meet the intended purpose and outcomes of the program with due regard for economy, efficiency and effectiveness. Local strategies will reflect fiscal conditions as they evolve to promote the goals of the program and will provide value for money;
- **Outcomes focused:** All initiatives designed under this program are created with the outcomes for the person in need of services and are informed by the principles of Housing First, people-centred and are monitored, evaluated and continuously improved to prevent, address and reduce homelessness.