

**REPORT NO. 310 of the  
SOCIAL DEVELOPMENT,  
HEALTH & CULTURE STANDING COMMITTEE**  
of its meeting held July 8, 2015

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**Present:**  
**Councillor Ed Sleiman, Chair**  
**Councillor Paul Borrelli**  
**Councillor Rino Bortolin**  
**Councillor John Elliott**  
**Councillor Jo-Anne Gignac**

That the following recommendation of the Social Development, Health and Culture Standing Committee **BE APPROVED** as follows:

Moved by Councillor Gignac, seconded by Councillor Borrelli,

**THAT** City Council and County Council **BE INFORMED** of the intention to proceed with a Request for Proposal (RFP) process for programming related to a renewed regional Poverty Reduction Strategy (Pathway to Potential) using the existing City allocation of \$1,310,563 and County allocation of \$582,054 included in 2015 budgets; and

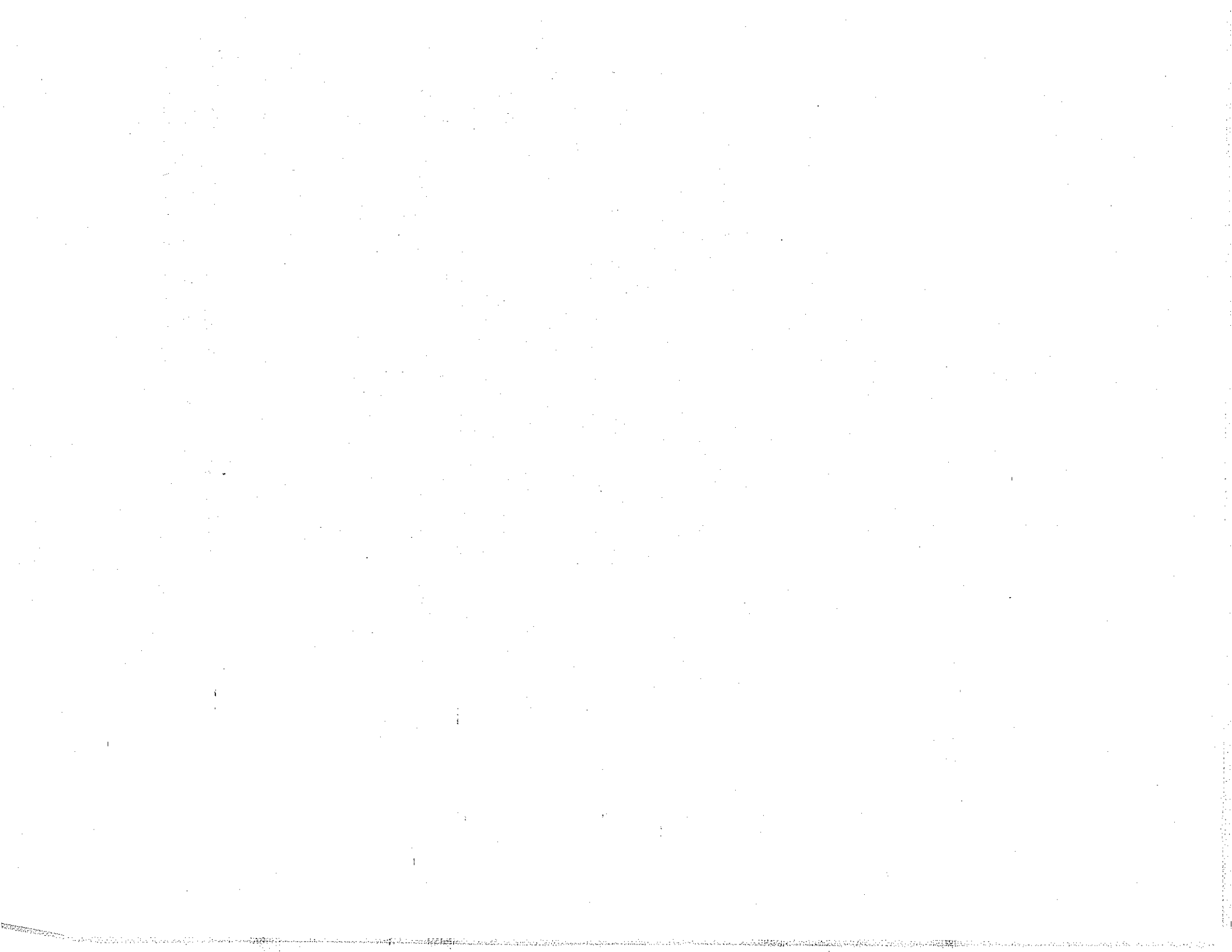
**THAT** the Community Development and Health Commissioner or their designate **BE AUTHORIZED** to execute the necessary agreements and documents related to the Poverty Reduction Strategy provided such agreements and documents comply with the governing program requirements and are in a form and content satisfactory to the City Solicitor, satisfactory in the financial content to the City Treasurer and satisfactory in technical content to the Executive Director of Housing and Children's Services and such that expenditures do not exceed the approved Pathway to Potential budget; and

**THAT** the Community Development and Health Commissioner or their designate **BE AUTHORIZED** to take such actions required to implement, operationalize and manage the authorized allocations related to the Poverty Reduction Fund and to apply practical operational tasks and activity, approve projects and initiatives, allocate funds, withdraw, negotiate and re-allocate funds, including re-allocation between the different projects and initiatives and different Windsor Essex service provider organizations.

Carried.

Livelihood #17795 SS/10488

Clerk's Note: The administrative report authored by the Manager of Social Policy & Planning dated June 15, 2015 entitled "*Request for Proposal Process for Poverty Reduction Programming (Pathway to Potential) in Windsor and Essex County*" is **attached** as background information.



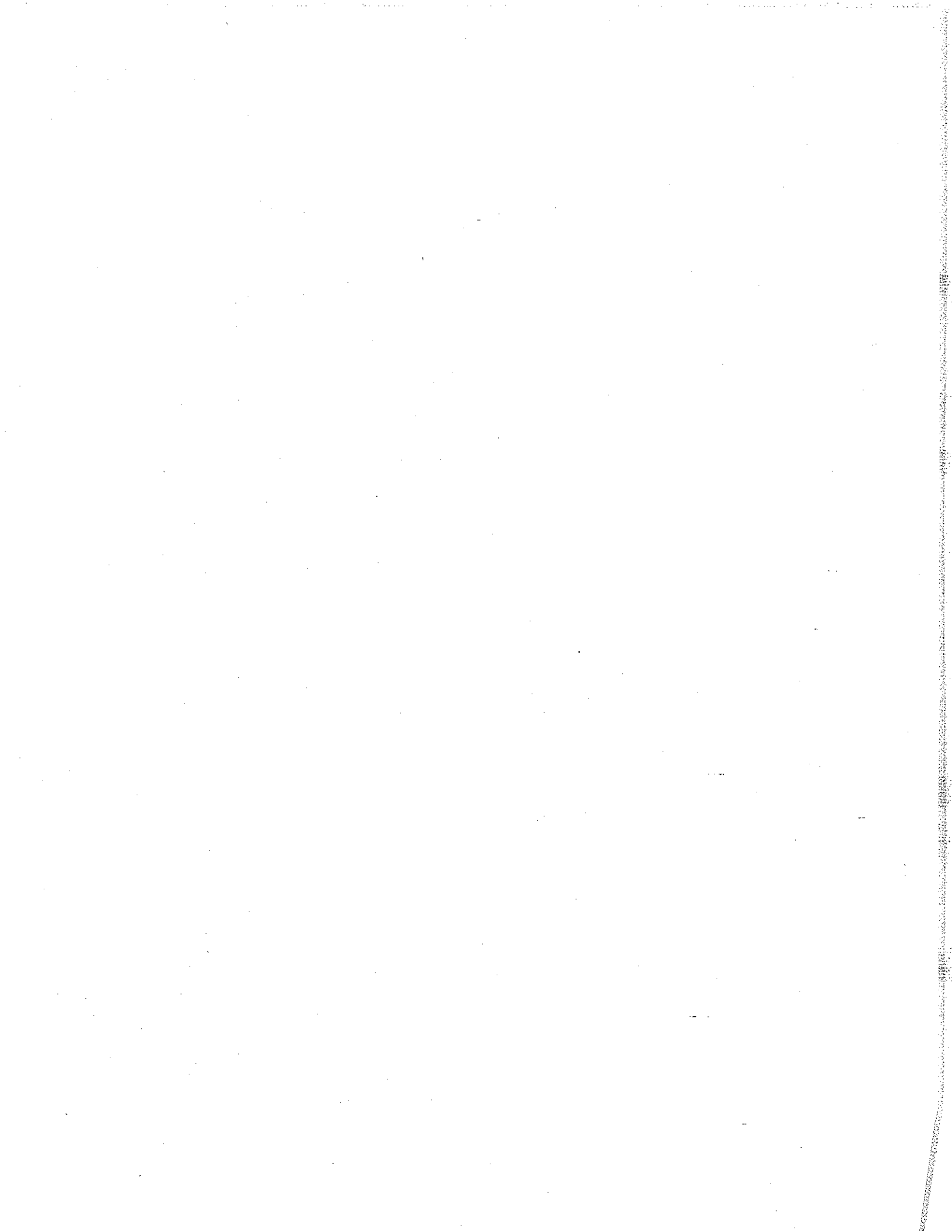
*Ed. Glema*

CHAIRPERSON

*J. Liavell*

SUPERVISOR OF COUNCIL SERVICES

NOTIFICATION :				
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Lorraine Goddard		<a href="mailto:lgoddard@weareunited.com">lgoddard@weareunited.com</a>		
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**THE CORPORATION OF THE CITY OF WINDSOR**  
**Social Development, Health & Culture Standing Committee**  
**Administration**



**MISSION STATEMENT:**

*"Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together."*

<b>LiveLink REPORT #: 17795 SS/10488</b>	<b>Report Date: June 15, 2015</b>
<b>Author's Name: Mary Ellen Bernard</b>	<b>Date to Standing Committee: July 8, 2015</b>
<b>Author's Phone: 519 255 5200 ext. 5270</b>	<b>Classification #:</b>
<b>Author's E-mail: mbernard@citywindsor.ca</b>	

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

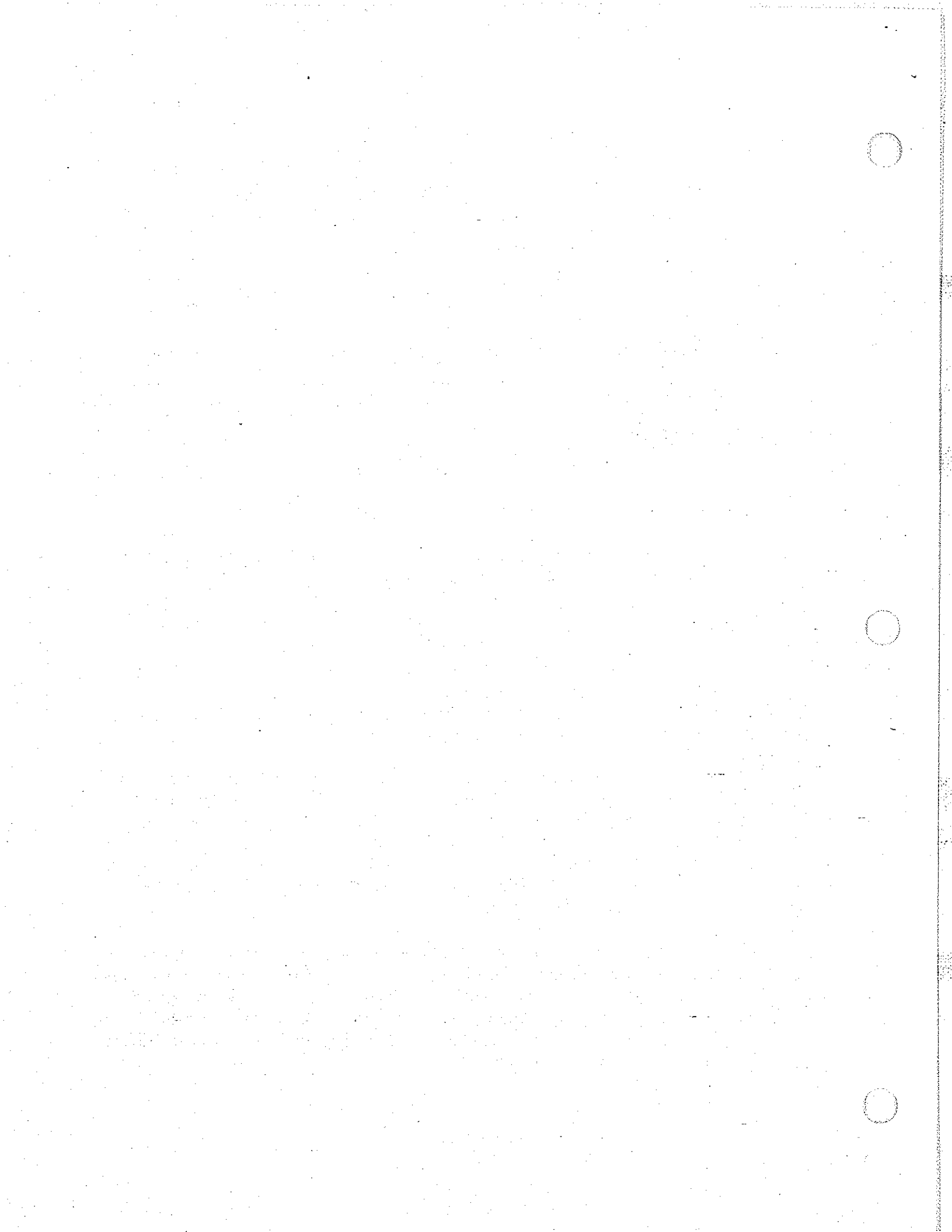
**Subject: Request for Proposal Process for Poverty Reduction Programming (Pathway to Potential) in Windsor and Essex County**

**1. RECOMMENDATION: City Wide:  Ward(s): \_\_\_\_\_**

THAT City Council and County Council **BE INFORMED** of the intention to proceed with a Request for Proposal (RFP) process for programming related to a renewed regional Poverty Reduction Strategy (Pathway to Potential) using the existing City allocation of \$1,310,563 and County allocation of \$582,054 included in 2015 budgets; and

THAT the Community Development and Health Commissioner or their designate **BE AUTHORIZED** to execute the necessary agreements and documents related to the Poverty Reduction Strategy provided such agreements and documents comply with the governing program requirements and are in a form and content satisfactory to the City Solicitor, satisfactory in the financial content to the City Treasurer and satisfactory in technical content to the Executive Director of Housing and Children's Services and such that expenditures do not exceed the approved Pathway to Potential budget; and

THAT the Community Development and Health Commissioner or their designate **BE AUTHORIZED** to take such actions required to implement, operationalize and manage the authorized allocations related to the Poverty Reduction Fund and to apply practical operational tasks and activity, approve projects and initiatives, allocate funds, withdraw, negotiate and re-allocate funds, including re-allocation between the different projects and initiatives and different Windsor Essex service provider organizations.



## **EXECUTIVE SUMMARY:**

N/A

### **2. BACKGROUND:**

On October 7, 2008, Mayor Francis and Warden Santos announced a regional poverty reduction strategy entitled 'Pathway to Potential', designed to incorporate input from the public, private and not for profit sectors and neighbourhood citizens to "combat growing concerns about poverty levels and its subsequent impact on the region". The announcement of a local strategy was in keeping with the introduction of "Breaking the Cycle: Ontario's Poverty Reduction Strategy" also in 2008.

In December, Council approved the reallocation of \$1,520,563 to the regional poverty reduction strategy (Pathway to Potential) of which \$1,360,563 was from the National Child Benefit Operating Budget and \$160,000 was from the estimated annual revenue allocation to the Windsor Community Children's Fund (WCCF). The WCCF (Fund 143) annual allocation was derived from 10% of the Windsor raceway slots revenue. Council further approved the utilization of the above amount "to sustain the funding that supports programming for children and families in the City of Windsor until the Regional Poverty Reduction Roundtable developed strategies that would link programs to the regional poverty reduction strategy." (CR # 476/2008).

In January 2009, a multi- sectoral roundtable was formed to promote a strategic poverty focus, encourage broad community engagement, leverage change and action and ensure a structure for learning and accountability. In October, a Request for Proposals (RFP) process was held for the Pathway to Potential (P2P) funding which included the contribution from the County of Essex. The RFP invited submission of proposals for the following goals/outcomes:

- Meet the basic needs of children and their families, individuals and seniors living with low-incomes;
- To ensure the healthy development of children and youth living in low-income households; and
- To remove barriers for families, individuals and seniors with low-incomes that prevents them from achieving social and economic independence.

In January 2010, Council accepted the proposal to allocate P2P funding to community agencies for the delivery of programs that were designed to reduce poverty for the residents of Windsor Essex. At that time, a total gross budget of \$2,084,617 (\$1,360,563 from the City of Windsor, \$582,054 from the County of Essex, and an estimated allocation of \$142,000 from the WCCF) was allocated for P2P programming (Appendix A). In March 2013, the agreement with Ontario Lottery Corporation for raceway slots ended and the 10% annual contribution to the WCCF ceased. During 2014 budget deliberations, the city portion of the budget was reduced by \$50,000, leaving a total gross P2P budget of \$1,892,617.

### **3. DISCUSSION:**

Poverty has no single cause and different groups face different barriers to economic self-sufficiency. In spite of the past 5 years of effort through the P2P initiative as well as programming through organizations such as the United Way and Boards of Education (to name a few), data released in 2014 by the United Way confirmed the impact of poverty in our community through its report: 'Cost of Poverty in Windsor-Essex County':

- 18.3% of the population of Windsor CMA live in poverty- a proportion much higher than the provincial or national averages (13.9% and 14.9% respectively);
- Windsor has the highest proportion (33%) of the low income population living in very low-income neighbourhoods in Canada;
- Children are more likely to live in poverty (24.2%) in Windsor CMA; and
- A conservative estimate of the annual cost of poverty in Windsor-Essex County is \$450 million.

While the cost of poverty remains high, the means by which we, as a community, are seeking to reduce poverty has changed. There are increasing efforts to direct actions towards the causes of poverty rather than focusing attention on the symptoms or alleviating the impact. Strategies have become more broad-based, evidenced based, strategic and integrative.

A review of the current reports (Summarized in Appendix B), demonstrates clear trends for recommended actions which are proving successful in addressing poverty, all of which are aligned with the social determinants of health. These trends include:

- Continued focus on children and youth
- Greater focus on ways to transition to employment and income security through education and training;
- Presence of affordable housing strategies;
- Presence of food security strategies;
- Partnerships: Between organizations/ communities/ neighbourhoods/levels of government/ private-public-non profit sectors; and
- Systems based on evidence, outcome measures and best practices

As these trends have emerged either as best practices or as legislative requirements, Community Development and Health Services (CDHS) has worked strategically in Windsor Essex to ensure that the City of Windsor is part of initiatives in this community which reflect those best practices, thereby seeking to address the many root causes of poverty at multiple levels. At the present time, CDHS is involved in either leadership or supportive capacities, in an array of local, provincial and federal initiatives which are considered to be best practices in addressing the root causes of poverty, as demonstrated in Appendix C.

In addition to work being done through these existing partnerships, CDHS believes the time is right to advance our local poverty reduction strategy to the next level. Over the summer 2015, CDHS intends to conduct a Request for Proposal (RFP) process through City of Windsor Purchasing Department to renew the local poverty reduction strategy with programming which better aligns with the social determinants of health and current local priorities as identified by Pathway to Potential (P2P) and its community initiatives. Upon Council's notification, the existing projects will be notified of the City's intent to conduct the RFP in 2015 and that they



and other community partners, will be welcome to submit proposals for programming which aligns with emerging best practices. New agreements are planned to commence in January 2016.

Over the past year and as part of the renewed strategy, CDHS will continue to create a greater alignment between the P2P Administrative team and the projects funded through the poverty reduction strategy. In this way, the municipality's poverty reduction strategy can be profiled in a more holistic manner which supports the overall vision for poverty reduction and the pillars and goals for action.

Also in keeping with best practices identified through federal, provincial and local strategies, Council is advised that CDHS is exploring options to enhance its capacity to measure the impact of its poverty reduction strategy programming. In other words, are the programs actually helping to reduce poverty? In 2015, the United Way Centraide of Windsor Essex moved in the direction of implementing computer software which measures the Social Return on Investment (SROI), in order to get a better understanding of the financial and social impact of its programming on the residents of Windsor and Essex County. CDHS has, and will continue to monitor the progress of this technological solution to determine if a SROI tool would assist the municipality in measuring the impact of the P2P projects, as well as its applicability to measure outcomes for other programs within CDHS.

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

The relevant criteria outlined on the Corporate Risk Assessment tool, indicates the following:

**Resource Risks:** No additional funds are requested in order to release an RFP for Poverty Reduction programming.

**Cross-Corporate Impact Risks:** Just over half of the current municipal P2P funding is allocated to City of Windsor Transit Windsor (affordable pass program) and Recreation & Culture (subsidized recreation programs, brokerage program and the aquatic centre). Similar allocations are made to the recreational departments throughout the County of Essex. These allocations are well aligned with the poverty reduction strategy and most notably, the social determinants of health, and are expected to continue in the renewed strategy. Any reduction of allocations to the poverty reduction funding within the municipality would have a risk level of moderate impact on these departments.

**Community Impact Risks:** The proposed renewed poverty reduction strategy, almost by definition is intended to reduce the impact of poverty on residents of our community through the establishment of programs and planning efforts, which focus on the root causes of poverty rather than its symptoms. CDHS, in concert with our community partners, will continue to strive towards a greater collective impact to reduce poverty in Windsor-Essex County over the next 4 years.

#### **5. FINANCIAL MATTERS:**

As noted, an allocation of \$1,310,563 of City funding was approved in the 2015 Pathway to Potential budget for programs related to the regional poverty reduction strategy with an additional \$582,054 allocated by the County of Essex for a total budget of \$1,892,617.

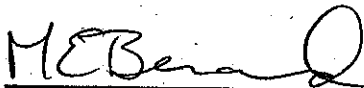
Municipalities	2015 P2P Budget
City of Windsor	\$1,310,563
County of Essex	\$582,054
<b>Total Funds</b>	<b>\$1,892,617</b>


**6. CONSULTATIONS:**


CDHS has consulted with Pathway to Potential- Community Leadership Staff and Team, City of Windsor Housing and Children's Services, Employment and Social Services, Recreation and Culture, IT, Transit Windsor and the United Way Centraide of Windsor Essex, in addition to Senior Administration with the County of Essex and Directors of Essex County Municipal Recreation Departments.

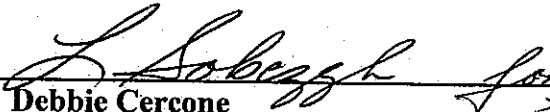
**7. CONCLUSION:**

Poverty has no single cause and different groups face different barriers to economic self-sufficiency. Community Development and Health Services is committed to the goal of reducing poverty through innovative programming, strategic community collaborations and enhanced capacity to monitor and measure the social return on these municipal investments.

  
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**Mary Ellen Bernard**  
 Manager, Social Policy and Planning  
 Community Development and Health

  
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**Jelena Payne**  
 Community Development and Health  
 Commissioner and Corporate Leader Social  
 Development, Health, Recreation and  
 Culture

  
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**Onorio Colucci**  
 Chief Financial Officer/ City Treasurer  
 and Corporate Leader Finance and  
 Technology

  
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**Debbie Cercone**  
 Executive Director  
 Housing and Children's Services

  
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 for **Helga Reidel**  
 Chief Administrative Officer

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**APPENDICES:**

**Appendix A: Pathway to Potential 2010-2015 Funded Programs**

**Appendix B: CDHS Leadership and Participation in Best Practices to Reduce Poverty**

**Appendix C: Source Documents**

**DEPARTMENTS/OTHERS CONSULTED:**

**Name: Linda Higgins, Manager of Intergovernmental Subsidies and Financial Administration**

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

**NOTIFICATION :**

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Adam Vasey, Pathway to Potential				
Lorraine Goddard, United Way				
Brian Gregg				

**Appendix A: Pathway to Potential 2010-2015 Funded Programs**

Strategic Pillar	Program Description	Agency/Organization
<b>Health</b>	Recreation, Aquatic & Brokerage Program	<ul style="list-style-type: none"> <li>• City of Windsor</li> <li>• Town of Lakeshore</li> <li>• Amherstburg Community Services</li> <li>• Town of LaSalle</li> <li>• Town of Essex</li> <li>• Municipality of Leamington</li> <li>• Town of Kingsville</li> <li>• Town of Tecumseh</li> </ul>
	Community Nourishment Programs	<ul style="list-style-type: none"> <li>• Jumpstart</li> <li>• ACCESS</li> </ul>
	Kids Alliance	<ul style="list-style-type: none"> <li>• Windsor Essex Community Health Centre</li> </ul>
	Food Co-op Program	<ul style="list-style-type: none"> <li>• Drouillard Place</li> </ul>
<b>Education &amp; Skills Training</b>	Computers for Kids	<ul style="list-style-type: none"> <li>• CAW Local 200</li> </ul>
	Morning Glory Moments	<ul style="list-style-type: none"> <li>• Windsor Essex Community Health Centre</li> </ul>
	Teen Centre/Grandview Youth Centre	<ul style="list-style-type: none"> <li>• Drouillard Place</li> </ul>
<b>Child Care &amp; Early Learning</b>	Be Back Soon	<ul style="list-style-type: none"> <li>• Connections: An Early Years Family Centre</li> </ul>
<b>Income Support</b>	Income Tax Preparation (2010-2014)	<ul style="list-style-type: none"> <li>• Family Service Windsor Essex</li> </ul>
	Packs for Success	<ul style="list-style-type: none"> <li>• Rotary Club of Windsor-Roseland</li> </ul>
	Children's Shoe & Boot Program	<ul style="list-style-type: none"> <li>• Windsor Goodfellows</li> </ul>
	Keep the Heat (2010-2013)	<ul style="list-style-type: none"> <li>• Housing Information Services</li> </ul>
	Affordable Pass Program	<ul style="list-style-type: none"> <li>• Transit Windsor</li> </ul>
<b>Affordable Housing</b>	Summer Recreation Program	<ul style="list-style-type: none"> <li>• Windsor Essex Community Housing Corporation</li> </ul>
	H.E.A.R.T. -- Homelessness Eradicated by Affordability, Retention and Training (2010-2013)	<ul style="list-style-type: none"> <li>• Housing Information Services</li> </ul>
<b>Administration</b>	Pathway to Potential Coordination Strategy	<ul style="list-style-type: none"> <li>• United Way</li> </ul>
<b>Total</b>	<b>16 Programs</b>	<b>21 Organizations</b>

**Appendix B:**

**City of Windsor Community Development and Health Services (CDHS) Leadership and Participation in Best Practices to Reduce Poverty**

	Children and Youth	Employment & Income Security Through Education and Training	Affordable Housing	Food Security	Community Partnerships	System Based on Evidence, Outcome Measures and Best Practices
COMMITTEE NAME	Windsor Essex Children and Youth Planning Committee	Social Innovation/Social Enterprise	Housing Advisory Committee	Food For All Steering Committee	P2P: Collaborative Leadership Team	P2P: Research and Evaluation Working Group
	Windsor Essex Youth Strategic Planning Group	P2P: Transportation Committee	Homeless Coalition of Windsor-Essex County/Community Advisory Board		Windsor Essex Local Immigration Partnership	Tamarack Institute: Municipal Government Representatives for Poverty Reduction Community of Practice
		P2P: Employment & Training Working Group/Living Wage Campaign	Central Housing Registry Advisory Committee – Windsor Essex County		City of Windsor – Senior’s Advisory Committee Age Friendly Windsor Network	
		University of Windsor – City Thrive & Enactus	Implementation Committee for the 10 Year Housing and Homelessness Plan		City of Windsor – Diversity Committee	
		Employment Ontario Network			Health Equity for Newcomers & Immigrants Committee	

## **Appendix C: Source Documents**

The 14 **Social Determinants of Health**<sup>1</sup> are considered to be (in alphabetical order): Aboriginal status, disability, early life, education, employment and working conditions, food insecurity, health services, gender, housing, income and income distribution, race, social exclusion, social safety net; and unemployment and job security.

**Ontario's Poverty Reduction Strategy 2014-2019** identified 4 strategies:

- 1) Continue to break the cycle for children and youth
- 2) Move towards employment and income security through initiatives such as social enterprises
- 3) End homelessness
- 4) Use evidence-based social policy and measure success

**Ontario's Long Term Affordable Housing Strategic vision** is that "every person has an affordable, suitable, and adequate home to provide the foundation to secure employment, raise a family and build strong communities. To achieve the vision, 4 themes were identified:

- 1) Sustainably Supply of affordable housing
- 2) Fair System of Housing Assistance
- 3) Coordinated Accessible Support Service
- 4) System Based on evidence and best practices

**Windsor Essex County's Poverty Reduction Strategy- Pathway to Potential** identified 4 priorities for 2015-2018 period:

- 1) Literacy and lifelong learning
- 2) Income security and equality
- 3) Employment and Training
- 4) Food Security

**United Way Centraide of Windsor Essex County** identified 4 strategic priorities for allocations over next 5 years:

- 1) Food security
- 2) Strengthening kids
- 3) Neighbourhood engagement
- 4) Counselling and supports

**What Works? Proven Approaches to Alleviating Poverty- Summary of Findings**<sup>2</sup> made 3 specific recommendations:

- 1) Measure – focus on needs based support, evaluate Ontario's programs;
- 2) Innovate- promote 'what works', earmark funds for innovation, coordinate and integrate supportive services, deploy pilots for promising approaches; consider new forms of capital and positive reinvestment pilots; and
- 3) Partner- employ a community based approach, expand partnership opportunities with the federal government, ensure poverty indicators are linked to individual outcomes

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<sup>1</sup> Raphael, D. (2009). *Social Determinants of Health: Canadian perspectives*, 2<sup>nd</sup> edition. Toronto. Canadian Scholars' Press.

<sup>2</sup> White, A. Dragicevic & T. Granofsky. *What Works? Proven Approaches to Alleviating Poverty*. Mowat Centre-School of Public Policy & Governance. University of Toronto. Toronto. 2014