

3. RE-DIRECTION OF EMERGENCY HOSTEL FUNDING

COMMITTEE RECOMMENDATION

That Council receive this report for information.

DOCUMENTATION

1. Special Advisor on Social Housing and Social Services Commissioner joint report dated 10 Jan 00 is immediately attached.
2. Extract of Draft Minute, Community Services Committee, 20 Jan 00 immediately follows the report and includes a record of all votes.

REGION OF OTTAWA-CARLETON
RÉGION D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf.
 Your File/V/Réf.

DATE 10 January 2000

TO/DEST. Co-ordinator, Community Services Committee

FROM/EXP. Special Advisor on Social Housing
 Social Services Commissioner

SUBJECT/OBJET **REDIRECTION OF EMERGENCY HOSTEL FUNDING**

DEPARTMENTAL RECOMMENDATION

That the Community Services Committee recommend Council receive this report for information.

BACKGROUND

The purpose of this report is to provide a summary of the business case for the redirection of Emergency Hostel funding, which was one component of the Community Action Plan on Homelessness approved by Regional Council in July, 1999 (*Recommendation 14: "that the Region re-allocate up to 15 % of emergency hostel funding for innovative approaches to service delivery"*).

As one part of the Province's strategy to deal with homelessness, the Ministry of Community and Social Services approved an initiative to allow up to 15% of emergency hostel funding to be redirected to innovative programs with the goal of reducing emergency hostel use. In order to participate in this initiative, the Region was required to prepare a business case which has been submitted to the Ministry, and for which it is anticipated that approval will be given in January, 2000.

The objective of this initiative is to reduce reliance on emergency shelter beds by providing resources which support individuals in finding and retaining permanent housing. Unfortunately, the rate of increase in demand for emergency shelter beds which occurred in 1999 is expected to continue into 2000. As demand grows well beyond the capacity of the existing system, the ROC faces having to open new hostel beds, unless alternative actions are taken. The intent of the programs and services to be funded

through the business case is to reduce emergency hostel utilisation to a level which can be accommodated within the existing system in 2000.

The business case was prepared to support the re-direction of \$989,688 in Emergency Hostel Funding in the year 2000. The ROC share of this funding will be \$197,937 (included in the base budget approved for Social Services).

- Between 1998 and 1999 utilisation in the hostels rose by 11%. If this trend continues in 2000, there will be a projected increase in emergency hostel costs of \$1,142,002 from the 1999 budget year.
- The \$1,142,002 projected increase in spending will be cost shared on an 80/20% basis. The ROC share of this projected increase would be \$228,400.
- If increased utilisation trends continue, existing capacity in the Emergency Hostel system will be insufficient. The cost of opening new hostels would be far in excess of the projected \$1,142,002 in additional shelter costs. The projects proposed in the business case are designed to reduce shelter demand to a level which can be managed within existing emergency hostel capacity. The estimated additional demand on emergency hostels in 2000 is expected to be 10,197 bed days. Projects recommended through the redirection of hostel funding will reduce bed days by 11,118.

DISCUSSION

The purpose of this initiative is to move the system for the homeless from short-term emergency services to more effective responses of prevention and early identification which will help people find and keep a stable living situation. The ROC business case includes a range of projects which will target homeless families, singles and youth. In addition, the business case includes projects which will prevent eviction, divert people from emergency hostels, shorten the length of stay in emergency hostels and assist people in retaining their housing. Redirection of emergency hostel funding is a key strategy for the ROC as service system manager in creating an efficient and effective service system for the homeless and reducing homelessness in our community.

Continued funding is contingent on demonstrated success after the first year. There must be a demonstrated dollar for dollar cost saving. The projects are eligible for ongoing funding if the municipality can support the project with a business case each year. A detailed evaluation plan to demonstrate the impact of the proposed projects on Emergency Hostel costs is being developed.

It is the intent of the ROC to actively manage the implementation and evaluation of projects proposed through the Hostel Redirection Funding.

Agencies which receive funding will be required to:

- 1) participate in planning, information sharing and monitoring activities to be organised and facilitated by ROC staff;

- 2) submit data required for evaluation purposes in a timely fashion. This will support co-ordination, information-sharing, the linking of programs and services and problem-solving among agencies.

Organisations who provide housing support services but are not funded through this initiative will also be invited to participate to support ongoing community involvement and consultation.

A summary of the recommended projects is appended. The business case includes an analysis of each project which identifies the target outcomes for services provided and a projected cost- benefit analysis. This will be supported by contracts between each agency who will deliver the project and the ROC.

SUMMARY OF EXPECTED OUTCOMES

<u>Prevention of Eviction and Retention of Permanent Housing</u>	<ol style="list-style-type: none"> 1. eviction information for 4000 households 2. eviction prevented for 178 families 3. eviction prevented for 482 individuals
<u>Moving People from Emergency Hostels to Permanent Accommodations</u>	<ol style="list-style-type: none"> 1. housing search information for 100 families 2. reduction of 5488 shelter nights for families 3. reduction of 5630 bed days for singles 4. 196 families placed in permanent accommodations 5. 228 individuals placed in permanent accommodations

In addition, the existing emergency hostel system will be capable of serving a greater number of clients without additional beds due to reduction in length of stay and diversion initiatives resulting from this project.

PUBLIC CONSULTATION

In November, 1999 a request for proposals to the Region for Homelessness Initiatives funding yielded proposals for services which, in the opinion of staff, will reduce emergency hostel costs and meet the criteria for eligibility for the Hostel Redirection Funding program.

From the proposals received, staff identified those which:

- 1) target priority populations who are frequent users of emergency hostels
- 2) propose different models of service provision which can be evaluated to determine the cost benefit of different approaches
- 3) focus on:

- a) prevention of homelessness
- b) early intervention (reducing length of stay)
- c) housing support services (retention of housing)

These selected proposals were presented to the Homelessness Initiatives Fund Selection Committee for their approval and then compiled into the business case for 15% Hostel Redirection Funding. The Selection Committee, which was approved by Council, included Councillors Munter and Van den Ham, as well as representatives from the federal and provincial governments, the private sector, the voluntary sector, the homeless community and regional staff.

After reviewing the projects submitted to the Provincial Homelessness Initiatives Fund, some gaps were identified.

Projects have been proposed to fill these gaps based on operational requirements and information from community consultations. Over the past 8 weeks, staff have been engaged in a series of consultations about the housing needs of homeless people. The information gained through these consultations has guided priorities in terms of projects to be developed to fill gaps. These projects are listed for development in the appendices.

FINANCIAL STATEMENT

Established Base for Hostel Redirection Funding

The base funding was determined by the actual expenditures for 1998 which were \$6,597,922
 \$5,278,338 (provincial share)
 \$1,319,584 (municipal share)

According to Ministry of Community and Social Services criteria, a total of \$989,688 is available for projects which will decrease hostel utilisation and its associated costs

\$791,750 (provincial share)
 \$197,937(municipal share)

Projection of Emergency Hostel Costs

As the crisis of homelessness has grown in Canada, municipalities have experienced tremendous growth in hostel utilisation and the costs associated with homelessness. A projection of an 11% expected increase in hostel utilisation in Ottawa for 2000 was calculated in accordance with the criteria set by the Ministry of Community and Social Services. Hostel cost projection is based on the growth in utilisation between 1998 (base year for hostel redirection funding) and 1999. The total cost of this projected 11% increase would be \$1,142,002 in year 2000. The projects proposed for hostel redirection represent a strategic effort on the part of ROC to slow the rate of growth in hostel utilisation preventing opening of new hostel beds or emergency hostels. It is estimated that each dollar spent on projects included in the

business case for hostel redirection will yield two dollars in savings to the cost of emergency hostel accommodation and social services benefits.

Table One
Comparison of Budget and Actual Spending on Emergency Hostels

1999	2000
Budget \$4,430,000 ROC Share \$886,000	Budget \$4,725,446 ROC Share \$945,089 (approved budget assumes a 9.4% increase in utilisation over 1999)
Actual Spending \$4,748,965 ROC Share \$949,793 <ul style="list-style-type: none"> • actual spending was 9.4% over budget in 1999 	Projected Actual Spending \$5,572,002** ROC share \$1,114,400 **assumes no hostel redirection programs \$4,743,982*** ROC Share \$948,896 ***assumes hostel redirection projects are fully implemented and meet target goals
<ul style="list-style-type: none"> • budget includes motel and hotel costs 	<ul style="list-style-type: none"> • budget includes motel and hotel costs • assumes an 11 % increase will actually occur based on hostel utilisation projection in 2000

Table One illustrates the projected impact of cost savings realised through the projects included in the business case on the ROC emergency hostel budget.

CONCLUSION

As the designated service system manager, the ROC has responsibility for developing sustainable solutions to emergency shelter accommodation for the homeless. This strategy will provide the homeless with housing and needed supports at a lower cost to the taxpayer. The proposed programs which are included in the business case represent an exciting opportunity to invest in long-term solutions to alleviate the crisis in homelessness in our community.

In partnership with a number of organisations who have the expertise and ability to provide for the housing needs of the homeless and those at risk of homelessness, the ROC will reduce the growing Emergency Hostel utilisation to a level which can be managed within existing resources. As target outcomes are achieved, the RMOC will have the opportunity to better manage Emergency Hostel use and eventually to decrease reliance on Emergency Hostels.

*Approved by
Joyce Potter*

*Approved by
Dick Stewart*

Appendix

SUMMARY OF RECOMMENDED PROJECTS

SERVICE PROVIDER SUMMARY OF THE PROJECT	RATIONALE FOR SELECTING THIS PROJECT	EXPECTED OUTCOME AND STRATEGY	TARGET POPULATION
<p>Nepean Community Resource Center (1-1) proposal for ½ time housing worker/ community developer to work with families fleeing abuse</p> <p>In the second year will house families in new Nepean Housing Corp units.</p> <p>Proposal includes purchase of half-time abuse counsellor from Kanata CRC.</p>	<p>- many of the families in the family shelter are fleeing abuse; this proposal provides for faster access to housing and supports to assist families in stabilising their living situation and retaining housing</p>	<p>- decreased length of stay in shelter for families fleeing abuse</p> <p>-move to permanent accommodations -early intervention -housing support</p>	<p>families fleeing abuse living in shelters</p> <p>Budget \$58,415</p>
<p>Union Mission (1-2) Proposal for 1 full time housing outreach worker to move homeless men from shelter to housing</p>	<p>- many men who stay for extended periods in the shelter lack skills to search and negotiate housing</p> <p>- staff want to test success of model basing housing worker in a shelter</p>	<p>- decreased length of stay</p> <p>-men will retain housing for more than 3 months</p> <p>- partnership with private sector landlords to help clients access vacancies more quickly</p> <p>-shelter diversion -early intervention -move to permanent accommodations</p>	<p>-homeless men</p> <p>Budget \$40,000</p>

SERVICE PROVIDER/ SUMMARY OF THE PROJECT	RATIONALE FOR SELECTING THIS PROJECT	EXPECTED OUTCOME	TARGET POPULATION
<p>Housing Help (1-3) - 3 part-time rooming house support workers in partnership with the downtown CHCs</p>	<p>-rooming houses in downtown core have high turnover of men moving in and out of hostels -preventing eviction in rooming houses will decrease shelter use</p>	<p>- decreased utilisation of hostel beds -decreased eviction eviction prevention</p>	<p>-homeless men Budget \$67,640</p>
<p>Carlinton Health and Community Services (1-4) -proposal for 1 housing support worker for high need low income families in private market housing</p>	<p>-crisis, housing and support services for families living in private market housing -strategy based on research from Philadelphia indicating that programs targeting neighbourhood with high eviction rates are effective</p>	<p>-decreased evictions -increased housing stability -decreased utilisation of hostel beds -support to private market landlords to prevent eviction eviction prevention housing support</p>	<p>-families at risk of eviction Budget \$60,000</p>
<p>Pinecrest Queensway CHC (1-5) - 1 housing support worker for families leaving Carling Family Shelter and high risk families in the community</p>	<p>-will focus on high needs, complex family situations with special services for addictions, mental illness and newcomers</p>	<p>-increased housing retention -decreased length of stay at Carling Family shelter -move to permanent accommodations housing support</p>	<p>-families leaving emergency hostel Budget \$60,000</p>
<p>Elizabeth Fry Society (1-6) -proposal for 1 housing support worker for at-risk women leaving correctional facilities</p>	<p>-identified by community as a population which typically loses its housing multiple times per year</p>	<p>-decreased hostel utilisation -move to permanent accommodations housing support</p>	<p>-women Budget \$39,520</p>

SERVICE PROVIDER/ SUMMARY OF THE PROJECT	RATIONALE FOR SELECTING THIS PROJECT	EXPECTED OUTCOME	TARGET POPULATION
<p>Action Logement/5 Community Resource Centres (1-7) -proposal to create an emergency housing intervention team to prevent eviction and assist in retaining stable housing -helping people search for housing and provide a mediation service between tenants and landlords -co-ordinating work of the CRCs with Action Logement (supported by a coordinator position)</p>	<p>-builds on expertise and resources in the community to provide a creative response to the needs of the francophone community</p> <p>-will provide support to landlords in responding to difficult tenant situations</p> <p>-builds on many partnerships and linkages in the community in a co-ordinated fashion</p>	<p>-decreased hostel utilisation</p> <p>-decreased evictions</p> <p>-move to permanent accommodations</p> <p>-eviction prevention</p>	<p>-francophone families and singles at risk of losing housing</p> <p>Budget \$36,070</p>
<p>CERA (1-8) -proposal to provide education to all persons receiving eviction notices about the Housing Tribunal process and their rights and obligations</p>	<p>-low vacancy rate in the rental market makes loss of housing difficult and costly to address unless evictions can be prevented</p>	<p>-decreased evictions</p> <p>-decreased hostel utilisation</p> <p>-eviction prevention</p>	<p>-all persons receiving eviction notices</p> <p>Budget \$78,590</p>
<p>Catholic Immigration Services (1-9) -proposal for 2.0 F.T.E. workers to assist newcomers in the shelters with housing search and supports</p>	<p>-will complement other proposals for housing supports for families in that it will focus on newcomers and the housing search and short term supports</p>	<p>-decreased length of stay in hostels</p> <p>-early intervention</p> <p>-move to permanent accommodations</p>	<p>newcomer families</p> <p>Budget \$99,117</p>
<p>Options Bytown/OCHA (1-10) -provide 4 housing support workers in Ottawa-Carleton Housing developments</p>	<p>-support worker is attached to housing units which will be made available to single homeless persons</p> <p>-staff want to test the model</p>	<p>-decreased length of stay in shelters and retention of stable housing</p> <p>-20 new housing units for homeless singles</p> <p>-housing support</p> <p>-eviction prevention</p>	<p>-homeless singles</p> <p>Budget \$200,000</p>

		-move to permanent accommodations	
SERVICE PROVIDER SUMMARY OF THE PROJECT	RATIONALE FOR SELECTING THIS PROJECT	EXPECTED OUTCOME	TARGET POPULATION
<p>Cornerstone (1-11) -requested 1 housing support worker to assist homeless women in moving from the shelter -requested 1 support worker for third stage housing project</p>	<p>-meets short term objective of moving people more quickly out of shelter as well as long term objective of building capacity in the community to support stable housing -staff want to evaluate the model to compare to housing workers not attached to a hostel</p>	<p>-decreased length of stay in shelter -women will retain housing more than 3 months -decreased shelter utilisation costs</p> <p>-early intervention -housing support -move to permanent accommodations</p>	<p>-homeless women</p> <p>Budget \$41,500 \$51,000</p>
<p>Shelter Diversion Worker (1-12) Regional Municipality of Ottawa-Carleton</p> <p>This 1 worker will assess all new requests for admission to the family shelter and determine whether diversion is possible. In addition, this worker will direct clients to housing support services most appropriate to their housing needs.</p>	<p>-diversion of families seeking shelter is the most cost effective approach to cost savings -referrals for housing support services will be streamlined and families will be “fast tracked” for services</p>	<p>-diversion of 15 families from family shelter/year -reduced length of stay to six weeks for families eligible for housing support services</p> <p>-shelter diversion</p>	<p>-homeless families seeking shelter at the family shelters</p> <p>Budget \$62,000</p>

SERVICE PROVIDER SUMMARY OF THE PROJECT	RATIONALE FOR SELECTING THIS PROJECT	EXPECTED OUTCOME	TARGET POPULATION
<p>Youth Employment Placement Worker (1-13)</p> <p>Rideau Street Youth Enterprises (RSYE)</p> <p>This 1 worker will place youth who have barriers to housing and employment in jobs and support them in retaining employment and retaining housing</p>	<p>-employed youth do not require social assistance and are able to afford market housing</p> <p>RSYE have a proven track record in finding and employing homeless youth</p>	<p>-reduced number of street youth on the streets and sleeping in “squats”</p> <p>-decreased reliance on social assistance</p> <p>-development of long term employment skills</p> <p>-move to permanent accommodations</p>	<p>decrease number of youth on the streets</p> <p>Budget \$38,000</p>
<p>Youth Services Bureau/ Housing Help (1-14) Match and Share Program for Youth</p> <p>A structured program to assist street youth in advertising, interviewing and selecting a roommate for shared accommodation. Ongoing support to the housed client will be provided to assist the client in learning skills to share accommodations. Resources of both agencies will be available to clients to enhance program effectiveness.</p>	<p>-the lack of rental housing in Ottawa creates a special problem for youth who have trouble getting landlords to rent to them. Youth are unable to afford safe accommodation so often wish to share housing. The lack of skills in selecting a roommate and dealing with normal conflicts which occur in communal living lead to chronic homelessness. This program will be supported by housing search, life skills programs and counselling for youth.</p> <p>-providing stable housing for youth is a precursor to success in school and employment programs</p>	<p>-youth looking for housing will find safe, affordable appropriate housing</p> <p>-youth involved in match and share will maintain housing for more than three months</p> <p>-decreased utilisation of youth shelter beds</p> <p>-decreased rate of re-admission of youth to shelter beds</p> <p>housing support</p> <p>-move to permanent accommodations</p>	<p>-homeless street youth</p> <p>Budget \$38,000</p>
SERVICE PROVIDER	RATIONALE FOR	EXPECTED	TARGET

SUMMARY OF THE PROJECT	SELECTING THIS PROJECT	OUTCOME	POPULATION
Projects to be Developed			
Trusteeship Program (1-15) agency to be determined	<ul style="list-style-type: none"> -clients using programs like the rent bank or eviction prevention services may not be skilled in managing finances but not eligible for a public trustee -this support service will be required to make the other programs more effective -a community consultation process is planned to determine the optimal service provider agency 	<ul style="list-style-type: none"> -decreased evictions -retention of stable housing -decrease unit cost from arrears, -decreased hostel use <p>-eviction prevention</p>	<ul style="list-style-type: none"> -people at risk of homelessness
Housing Support Worker for Inner City Health Project (1-16) agency to be determined	<ul style="list-style-type: none"> -illness is a frequent reason for homelessness and admission to a shelter -this worker will assist clients who are ill in obtaining housing and receiving needed health care services as part of the Inner City Health project 	<ul style="list-style-type: none"> -decreased shelter use <p>--move to permanent accommodations early intervention</p>	<ul style="list-style-type: none"> -clients who are ill and who are homeless or at risk of being homeless
Housing Support Services for Substance Abusers (1-17) agency to be determined	<ul style="list-style-type: none"> -people who are actively abusing substances, those who are addicts in the correctional system and those leaving an addictions treatment program are recognised by the community as being among the highest risk groups to lose housing -frequently these client 	<ul style="list-style-type: none"> -decreased shelter use 	<ul style="list-style-type: none"> -substance abusers

	lose and re-gain housing 6-10 times per year -consultations indicate that there is a need to provide housing supports as none currently exist	housing support	
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3. RE-DIRECTION OF EMERGENCY HOSTEL FUNDING

- Special Advisor on Social Housing and Social Services Commissioner joint report dated 10 Jan 00

Ms. Joyce Potter, Special Advisor on Social Housing, began by saying the report describes an innovative approach to deal with the continued expansion in the use of emergency hostel space. She pointed out that hostels are one of the most expensive ways to house people, and an investment at this time will help the Region avoid more serious costs in the future. Ms. Potter drew Committee's attention to a revised Table 1, which includes the costs of family shelters; these were omitted from the original Table 1 and explain the discrepancy.

Ms. Wendy Muckle, Co-ordinator, Homelessness Initiative Team, presented the report. She reminded Committee members that the Community Action Plan approved in July 99 calls for the re-direction of a percentage of hostel funds for innovative approaches to service delivery. In order to be eligible for 80/20 cost-sharing with the Province, a business case had to be submitted, and staff are hopeful they will have a positive decision within the next few weeks.

Ms. Muckle continued by saying that, in Ottawa-Carleton, hostel bed use increased by 11% in 1999. The current capacity is about 354 beds for singles and approximately 60 rooms for families, excluding overflow capacity. The current capacity of 600 people per night is insufficient, since every night, a significant number of people sleep on mats on the floor in the facilities. The current system can't continue to accommodate demand expected in year 2000. If nothing is done, the Region will have to add hostel capacity at an extremely high cost.

Ms. Muckle described the proposed strategies:

- preventing eviction and retaining permanent housing. This will be done by providing tenants with eviction information and information on how to maintain housing. Some projects will intervene when a housing crisis occurs and another will support rooming house residents, landlords and neighbours; another will provide long term support for families at risk of eviction.
- decreasing reliance on hostels. Some projects recommended will help people who need assistance move out of shelters more rapidly; limited resources will be used to assist those who cannot do this on their own.

- providing short or long term housing support, depending on clients' needs. Re-admission to shelters will be prevented by connecting people to resources in the community that will help them retain their housing, particularly youth.

With respect to the financial implications, Ms. Muckle pointed out that the regional share for the projects will be paid out of the emergency hostel budget; no additional funds are being requested. Some cost savings are expected through projects that will have a positive financial and human impact. Staff are projecting that in the year 2000, emergency hostel funding will be slightly over \$8 million: investing in the hostel re-direction project will reduce that amount to almost that adopted in the 2000 budget. She concluded her presentation by stressing that, even if all the proposed projects are successful in the first year, the Region will only maintain the hostel utilization levels extant in 1999. Another full year will be required before the amount of emergency beds is reduced.

In response to a question from Councillor A. Loney, Ms. Muckle indicated staff are fairly confident the projects are solid in the methodology proposed, very confident in the agencies delivering the projects and in the way chosen to evaluate and monitor their impact. She pointed out there staff have little control over the availability of rental housing, adding that the vacancy rate in Ottawa-Carleton is currently the lowest in Canada, i.e., .07%. Ms. Muckle said the 150 additional units to be developed through the Housing Initiatives Project will have a significant impact on the availability of housing for the homeless population, but considerably more than the 150 units are needed.

Councillor Loney wanted to know whether staff are fairly confident the Province will provide its share of the funding. Mr. Luc Legault, Director, Area Operations West, replied that the Ministry has indicated it is prepared to provide its share, the caveat being it wants to see it demonstrated that the projects will be effective.

The Committee Chair, A. Munter, thanked staff for all the work that has gone into this initiative. He said one particularly good aspect deals with eviction prevention and it will be helpful to educate people about their options when facing this possibility.

That the Community Services Committee recommend Council receive this report for information.

RECEIVED