

Clause 9 in Report No. 2 of Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on February 16, 2017.

9

Update on the Transformation of the Housing Stability and Homelessness Prevention System in Ontario

Committee of the Whole recommends adoption of the following recommendation contained in the report dated January 20, 2017 from the Commissioner of Community and Health Services:

1. Council authorize additional gross expenditures of up to \$5,165,484 for service delivery, administrative and staff expenditures starting in April 2017. These additional expenditures, to support expanded program delivery, will be phased in over four years and will be offset by 100% ongoing base provincial funding from the Ministry of Housing, with no tax levy impact.

Report dated January 20, 2017 from the Commissioner of Community and Health Services now follows:

1. Recommendation

It is recommended that:

1. Council authorize additional gross expenditures of up to \$5,165,484 for service delivery, administrative and staff expenditures starting in April 2017. These additional expenditures, to support expanded program delivery, will be phased in over four years and will be offset by 100% ongoing base provincial funding from the Ministry of Housing, with no tax levy impact.

2. Purpose

This report outlines a new phase of transformation to the housing stability and homelessness prevention system in Ontario. It explains potential impacts for

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York Region, including a significant increase in ongoing 100% provincial funding, starting in 2017 for services, administrative and staffing requirements.

3. Background and Previous Council Direction

Ontario's homelessness and housing stability system has undergone significant reform

Since 2012, Ontario's homelessness and housing stability system has undergone significant reform and the role of municipalities has expanded.

In 2012, the *Housing Services Act* came into effect, guided by Ontario's Long-Term Affordable Housing Strategy. It established a new provincial framework for homeless and housing related services delivered through municipal Service Managers including the requirement to develop housing and homelessness plans and new accountability measures.

Launched in 2013, Ontario's Community Homelessness Prevention Initiative (CHPI) combined funding from separate housing and homelessness programs into a single flexible program. Under CHPI, York Region became responsible for administering emergency housing and services that help people who are homeless or at-risk of homelessness to find and keep housing. York Region also became responsible for preventing, reducing and ending homelessness through local system planning.

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Investing in and strengthening homelessness prevention and housing stability will support Council's commitment under the 10-Year Housing Plan, Vision 2051 and the 2015-2019 Strategic Plan

Strengthening the homelessness and housing stability system through increased investment supports the goals and commitments made in York Region's 10-Year Housing Plan, *Housing Solutions: A Place for Everyone* and Vision 2051, *A Place Where Everyone Can Thrive*.

The Region's 2015 – 2019 Strategic Plan includes a priority area of Community Health and Well-Being. Increased investment from the Province will strengthen the homelessness and housing stability system and supports this priority area and the action of increasing the range of affordable housing choices.

Council approved a new Vision for homeless and housing stability services

In 2012, Council adopted [New Vision and Related Operational Reforms to York Region's Emergency Shelter and Homelessness Prevention Services](#). This vision guides investments and service planning to strengthen York Region's homelessness and housing stability system. The vision is rooted in evidence-based research that proves it costs less to help people sustain permanent housing than to manage crisis and find housing once someone is homeless.

The Region's "Made in York Region, for York Region" priorities for strengthening the service system are further outlined in York Region's 10-Year Housing Plan, [Housing Solutions: A Place for Everyone](#).

The next major steps in service transformation have been announced

In 2016, the next major steps in service transformation, including a new funding model, were announced.

Over the last two years, there have been several reports and strategies developed that have informed new provincial priorities and direction, as highlighted in Table 1.

Table 1
Recent Provincial Reports and Strategies

Reports and Strategies	Priorities and Direction
Realizing Our Potential: Ontario's Poverty Reduction Strategy, 2014-2019 (2014)	The Province established a long-term goal to end homelessness and committed to seeking advice on how to achieve this goal.
A Place to Call Home: Report of the Expert Advisory Panel on Homelessness (2015)	In response to recommendations from this report, the Province committed to ending chronic homelessness by 2025.
Ontario's Long-Term Affordable Housing Strategy Update (2016)	The province further supports the goal to end chronic homelessness by 2025 as well as increasing the CHPI investment and developing a supportive housing policy framework.
Ontario's Policy Statement: Service Manager Housing and Homelessness Plans (2016)	The Province amended the policy direction for Service Managers to: include local homelessness enumeration; employ a Housing First philosophy; reduce and prevent the number of people experiencing chronic homelessness and homelessness among youth and Indigenous peoples; and collaborate with community partners and provincial ministries to reduce and prevent homelessness amongst those transitioning from provincially funded institutions and service systems.

York Region's Community Homelessness Prevention Initiative funding allocations are receiving their first increase since 2013

On October 4, 2016 and November 2, 2016, local CHPI allocations were announced (Attachment 1) and include an increase of \$5,165,484 to York Region's allocation, phased in over four years. Allocations were based on a new funding model which York Region advocated for. In addition to historic program spending and deep core housing need, the new funding model uses indicators that capture at-risk populations: chronic homeless, youth and Indigenous peoples in a community.

Since the introduction of CHPI to York Region and despite ongoing transformation of the homelessness and housing stability system in recent years, CHPI allocations have not increased accordingly to meet new and expanding responsibilities. In York Region there has been no increase to staff capacity since 2013. In recognition of the administrative costs of the current and expanding municipal mandate, the Province's program administration allotment to municipalities has been increased to 15 percent.

4. Analysis and Implications

York Region plays a critical role in helping vulnerable and low-income residents stabilize their housing

York Region plans, manages and provides oversight and funding to diverse operators who deliver emergency and transitional housing and services that help people who are homeless or at risk of homelessness find and keep housing. Table 2 illustrates how the Region works with community agencies to provide services to residents. The Region also directly delivers core programs and services including the Housing Stability Program, Outreach Services to residents and clients at risk of homelessness, and the crisis collaborative with York Regional Police and Paramedic Services, the Co-Response Unit. The Region also must ensure that locally planned and delivered services meet provincial policy objectives, including the CHPI outcomes and the goal to end chronic homelessness by 2025.

Table 2
Homelessness Prevention and Housing Stability Services in York Region
Roles under the Community Homelessness Prevention Initiative

York Region Service Manager	Agencies/Operators Funded by York Region who receive CHPI Funding
<ul style="list-style-type: none"> • Conduct local needs assessments in collaboration with the community and set goals and targets to guide service planning and funding priorities. • Design, implement, and evaluate evidence-based services that reflect local needs and provincial priorities. Monitor and ensure continuous improvement. • Design, submit and implement an annual Investment Plan for CHPI funding that aligns with the 10-Year Housing Plan and demonstrates fiscal responsibility and value for money. • Oversees 25 operators directly. Develop and maintain over 50 partnerships with a wide spectrum of agencies. Manage 32 agreements to deliver services on behalf of the Region. • Ensures continuous improvement. Report on client outcomes and demonstrate performance for CHPI-funded services to obtain full funding. • Plan in 2017, and in 2018, begin conducting homelessness enumerations every two years including reporting publically to the community and the Province. • Deliver core Regional services directly and in collaboration with partners to at-risk and homeless residents, including wraparound case management, crisis supports and follow-up assistance. • Set system standards and criteria to ensure value added and stable service delivery for residents. • Lead, partner and collaborate with a broad range of community-based organizations, Regional branches, service sectors, and private sector partners to carry out these responsibilities. 	<ul style="list-style-type: none"> • Deliver Emergency and Transitional Housing and Housing with Supports services directly to at-risk and homeless residents to ensure that they get housed and remain housed, including wraparound case management, crisis supports and follow-up assistance. • Monitor and report to the Region on client needs and outcomes. • Maintain accountability to deliver services that achieve the CHPI outcomes and demonstrate fiscal responsibility. • Partner with the Region to identify emerging needs and build capacity to deliver services residents.

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The Region has invested in innovative programs to prevent, reduce and end homelessness and reflect local needs and priorities

Since 2013, the Region has established a 'made in York Region' system of diverse services organized and delivered as part of a coordinated effort to prevent, reduce and end homelessness in all our communities.

The Region's homelessness and housing stability system model is guided by the principles of: prevention; partnerships; Housing First; and evidence-informed decision making. The system is also informed by the local economy, demographics and housing affordability.

The Ministry of Housing's CHPI funding formula includes five service categories and allocation components. Table 3 highlights York Region's progress towards preventing, reducing and ending homelessness under these service categories.

Table 3
Summary of Key Investments into York Region’s Homelessness and Housing Stability System

CHPI Service Categories	Our Progress
Emergency Shelter Solutions	<ul style="list-style-type: none"> • Opened two new multi-service centres, Belinda’s Place and the Richmond Hill Youth Hub, with expanded emergency (42 beds), transitional (20 beds) and drop-in services as well as aftercare support. • Implemented a Regional service delivery model for all emergency housing that ensures that residents receive individualized wraparound supports. Between April 1, 2015 and March 31, 2016, 461 homeless individuals and families were moved to long-term housing.
Housing with Related Supports	<ul style="list-style-type: none"> • Established new operating standards for the Housing with Supports Program to better meet needs of approximately 400 individuals that require supervision of daily activities.
Services and Supports	<ul style="list-style-type: none"> • The Short-Term Assistance for Renters (STAR) program combines a 24-month rent benefit and 30 months of intensive case management supports. Of the households who have been in the program for at least six months, 100% have remained stably housed.
Homelessness Prevention	<ul style="list-style-type: none"> • The Housing Stability Program provides financial assistance, counselling and aftercare to help social assistance recipients who are homeless or at risk of homelessness to obtain or keep housing. Since 2013, the Program has assisted 4,687 unique individuals and 90% have remained stably housed. This program was identified as a best practice model in a report by Ontario Special Advisor Hugh Segal called <i>“Finding a Better Way: A Basic Income Pilot Project for Ontario”</i>.
Program Administration	<ul style="list-style-type: none"> • Instituting and supporting the use of the Homeless Individuals and Families Information System by emergency housing operators has resulted in greater understanding of the scope and needs of the homeless and at-risk population in York Region. York Region’s community engagement model has been identified by the Federal government as a best practice.

These and other innovations have been supported by both CHPI funding and municipal cost shared dollars.

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The number of people at risk of homelessness continues to grow - keeping people housed is a priority

As the Region grows and housing costs continue to rise, the number of homeless residents has increased. Housing costs combined with other economic pressures connected to the social determinates of health such as the increase in residents living on low income and the rise of temporary/precarious employment, has also left more households at risk of losing their housing.

According to the 2011 Statistics Canada National Household Survey, 13% of households in York Region are spending 50% or more of their income on housing. This trend is often used as an indicator of deep core housing need. Of additional concern, according to the Canadian Payroll Association, 49% of Ontarians report that it would difficult to meet financial obligations if their pay was delayed by a single week.

When at-risk households experience a crisis, such as a sudden drop in income or major health issue, they are more likely to experience homelessness than those living in affordable housing situations. The instability caused by homelessness can lead to job loss, family breakdown and other negative outcomes that destabilize families, and, if left unaddressed, can affect the economic wellbeing of a community.

More intensive supports are required in York Region to meet growing and increasingly complex needs in our communities

For most people experiencing homelessness in York Region, it is a short, often one-time event (Understanding the Numbers, Working Together to Prevent, Reduce and End Homelessness in York Region, 2016). However, the number of residents that struggle with long-term homelessness or are in and out of homelessness continues to rise. In order to meet the new provincial directive to end chronic homelessness, increased investments in programs that provide intensive supports to those struggling with homelessness, such as Housing First and other housing with supports programs is necessary.

By 2018, the Region will also be required by the Province to enumerate and identify residents struggling with long-term homelessness and prioritize them for supports and services in an effort to reduce the rates of chronic homelessness. New mandatory enumeration responsibilities include community planning, new/enhanced partnership development, community engagement, analysis, and implementation and evaluation of actions to support those identified as one of the province's priority groups. Immediate planning is required to meet Provincial deadlines for enumeration.

The Region needs to build capacity to meet new provincial direction and funding requirements

The Province has mandated new and expanded responsibilities and starting in April, 2017 allocated increases in ongoing funding for direct service delivery and administrative support.

There is an opportunity to meet the new requirements in a manner that builds on the success of initiatives like the new Emergency Housing Service Delivery Model and the Housing Stability Program. Opportunities that will increase the Region's capacity to stabilize housing and prevent homelessness include:

- Implementing a Coordinated Access System to triage homelessness services based on individual need. Coordinated Access will provide a unified approach to intake, assessment and referral across the multiple programs and operators that deliver homelessness services in York Region, so that residents can connect to the supports that they need and resolve their housing crises more quickly.
- Developing an Emergency Housing Diversion Program that will complement existing homelessness prevention services and enable more residents to avoid costly crisis services while linking them with supports that can help them address housing stability in the longer term. Diversion from emergency housing is recognized as a best practice that is being explored or implemented, in conjunction with coordinated access, in communities across Canada including the Region of Waterloo and the City of Kingston. Continuing to expand the range of homelessness prevention services in York Region is critical given the significant impact that instability and homelessness has on families and communities, high housing costs, low vacancy rates and high demand for existing Emergency Housing beds.
- Conducting a provincially-mandated homelessness enumeration that will be repeated every two years. The Region will be required to develop and submit an Enumeration Plan to the Province in June 2017 and there is an immediate need for resources to support this new requirement. The United Way of Toronto & York Region (UWTYR) completed a voluntary Point in Time Count with funding from the Federal government in 2016. The Point in Time Count methodology used by UWTYR does not meet the new provincial enumeration requirements. Although the Region will work closely with community partners to complete provincial enumerations, we are required to take a lead role in the design and implementation.

In order to fulfil expanded responsibilities for evidence based program design, data analysis and evaluation and provincial reporting requirements, it is

necessary to have quality and reliable data to make good program investment decisions. In exchange for increased funding and flexibility, the Province also now requires of Service Managers:

- Increased consultation with the community
- New partnerships
- Increased accountability to ensure value for money and social return on investment
- Increased reporting
- More detailed administrative and contract management processes

Additional human resources for service delivery are needed. It is anticipated that five staff will be required to support new and expanded requirements. There is an immediate need for two staff in 2017 to begin work that will ensure provincial requirements are met. Additional staff will likely be added in future years through the regular budget processes. Provincial funding that is not used every year under the funding formula must be returned to the Province and may be lost to both the Region and the community. Given the expectations of the Province and growing needs in York Region, staff are seeking to fully use each year's funding allocation.

5. Financial Considerations

Additional 100% provincial funding means no tax levy impact and the opportunity to build capacity and mitigate housing loss

York Region's Homelessness Community Programs operates under an annual gross budget of \$18.9 million (2017 approved budget). The Ministry of Housing provides up to \$10.5 million in funding to the Region under CHPI. The Region provides up to \$8.4 million in funding annually (2017 approved budget).

With Council endorsement, by 2020 York Region will receive a total increase of \$5,165,484 (or 49% over the 2015/16 allocation). The increased allocations are 100% provincially funded and have no tax levy impact. Details of how the funding will be used are highlighted in Table 4.

Table 4
Provincial Funding Details

Total 2019/20 Allocation	85% Direct Client Service	10% Program Administration	5% Administration Enumeration
\$15,692,604	\$13,338,714	\$1,569,260	\$784,630

The additional CHPI funding will be used to meet all mandatory provincial requirements and strengthen the homelessness and housing stability system, based on local pressures and needs.

6. Local Municipal Impact

Additional investment in York Region’s homelessness and housing stability service system will result in improved access to services and an expanded range of supports, including prevention and diversion from emergency housing. This will benefit vulnerable residents in all nine local municipalities. Strengthening the capacity to gather and use data will allow for service planning and delivery that more accurately reflects the needs and barriers facing homeless and at-risk residents in each community. Investing in services that prevent homelessness and support housing stability can help reduce the cost of more expensive emergency or crisis supports in all communities.

7. Conclusion

Over the past four years, there has been a fundamental transformation of the Province’s approach to funding and delivering homelessness and housing stability services. As a result, the Region’s responsibilities have increased and we are more accountable to ensure that locally planned and delivered services meet provincial policy objectives.

The emerging “made in York Region” system of homelessness prevention and housing stability services is effective and is enabling homeless and at-risk residents to return to stable housing. At the same time, both preventative and emergency services are facing growing pressure due to the significant proportion of York Region residents who are in deep core housing need and the continual increase in the cost of housing throughout the Region.

The Region has not received an increase in its provincial homelessness funding since 2013, despite population growth, increasing housing costs, and new accountabilities to achieve provincial policy objectives. This additional investment

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is welcome and essential to helping meet the needs of low and moderate income residents who are homeless or at risk of homelessness.

For more information on this report, please contact Cordelia Abankwa, General Manager, Social Services at 1-877-464-9675 Extension 72150.

The Senior Management Group has reviewed this report.

January 20, 2017

Attachment (1)

#7272663

Accessible formats or communication supports are available upon request

Ministry of Housing

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October 4, 2016

Ms. Adelina Urbanski
Commissioner of Community and Health Services
Regional Municipality of York
17250 Yonge Street, 3rd Floor
Newmarket, ON L3Y 6Z1

Dear Ms. *Adelina* Urbanski:

I am writing to provide you with further details of your 2017-18 and 2018-19 allocations under the Community Homelessness Prevention Initiative (CHPI) following Minister Ballard's letter to Chairman and CEO Wayne Emmerson.

I am pleased to inform you that the Regional Municipality of York's CHPI funding allocation is:

2017-18 Allocation	2018-19 Allocation
\$12,253,168	\$13,974,776

Please note that your CHPI funding allocations are contingent on provincial budget approvals and an amendment to the CHPI Program Guidelines under the CHPI Service Manager Service Agreement. You will be notified if there are any changes to your CHPI allocations once we receive the respective approved budget for each year.

Your CHPI allocations are based on a revised CHPI funding approach that is informed by the recommendations of the Expert Advisory Panel on Homelessness, a commitment to using evidence based approaches, and to achieving the two CHPI program outcomes: people experiencing homelessness obtain and retain housing; and people at risk of homelessness remain housed.

- o For the population experiencing homelessness, historic program spending continues to be used as an indicator as it best reflects the existing service system to address the needs of those who are homeless.
- o For the population who are at-risk of homelessness, two components are used:
 - the continued use of Deep Core Housing Need to capture the general risk of homelessness; and
 - the use of new indicators to capture the at-risk population based on three of the provincial homelessness priorities: chronic homelessness, youth and Indigenous peoples.

Under this approach we are reallocating the \$42 million which was added to the CHPI program permanently in 2014-15 and allocating the additional funding announced in the 2016 Ontario Budget, using the new provincial homelessness indicators. To help Service Managers impacted by this redistribution, allocations will be capped and phased-in. This will allow these Service Managers to receive a 2 per cent increase over two years.

As per the CHPI Program Guidelines, Service Managers are required to submit an annual CHPI Investment Plan outlining how they plan to use their CHPI allocation for the upcoming year. Please use the above 2017-18 CHPI allocation to complete the 2017-18 Investment Plan, which is due on February 15, 2017. Service Managers are required to submit their Investment Plans through the Grants Ontario System.

The ministry will be advancing the first CHPI payment for 2017-18 to Service Managers in early April 2017 upon approval of the 2017-18 Investment Plan. The amount for this payment will be based on the projected funding outlined in each Service Manager's Investment Plan. Please use your 2018-19 allocation to complete the 2018-19 CHPI Investment Plan, which will be due on February 15, 2018.

If you have any questions or require additional information, please contact your regional Municipal Services Office Team Lead, Ian Russell.

Once again, thank you for your participation in the CHPI. I look forward to continuing to work with you as we implement the program.

Sincerely,



Janet Hope
Assistant Deputy Minister
Housing Division

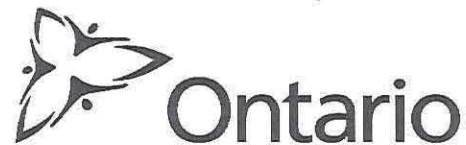
cc. Ian Russell, Team Lead, Regional Housing Services, MSO-Central
Brent Whitty, Manager, Housing Programs Branch
Alicia Yurichuk, Manager, Housing Funding and Risk Management Branch

Ministry of Housing

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November 2, 2016

Ms. Adelina Urbanski
Commissioner of Community and Health Services
Regional Municipality of York
17250 Yonge Street, 3rd Floor
Newmarket ON L3Y 6Z1

Dear Ms. *Adelina* Urbanski:

Following Minister Ballard's letter to Chairman and CEO Wayne Emmerson, I am writing to provide you with further details of your 2019-20 allocation under the Community Homelessness Prevention Initiative (CHPI).

I am pleased to confirm your 2019-20 CHPI notional allocation is:

2019-20 Allocation
\$15,692,604

Please note that your CHPI funding allocations are contingent on provincial budget approvals and an amendment to the CHPI Program Guidelines under the CHPI Service Manager Service Agreement. You will be notified if there are any changes to your CHPI allocations once we receive the respective approved budget for each year.

Your CHPI allocations are based on the revised CHPI funding approach that was used for the 2017-18 and 2018-19 allocations. As previously communicated, this approach is informed by the recommendations of the Expert Advisory Panel on Homelessness, a commitment to using evidence based approaches, and to achieving the two CHPI program outcomes: people experiencing homelessness obtain and retain housing; and people at risk of homelessness remain housed.

- For the population experiencing homelessness, historic program spending continues to be used as an indicator as it best reflects the existing service system to address the needs of those who are homeless.
- For the population who are at-risk of homelessness, two components are used:
 - the continued use of Deep Core Housing Need to capture the general risk of homelessness; and
 - the use of new indicators to capture the at-risk population based on three of the provincial homelessness priorities: chronic homelessness, youth and Indigenous peoples.

As per the CHPI Program Guidelines, Service Managers are required to submit an annual CHPI Investment Plan outlining how they plan to use their CHPI allocation for the upcoming year. Please use the above 2019-20 CHPI allocation to complete the 2019-20 Investment Plan, which is due on February 15, 2019. Service Managers are required to submit their Investment Plans through the Grants Ontario System.

The ministry will be advancing the first CHPI payment for 2019-20 to Service Managers in early April 2019 upon approval of the 2019-20 Investment Plan. The amount for this payment will be based on the projected funding outlined in each Service Manager's Investment Plan.

If you have any questions or require additional information, please contact your regional Municipal Services Office Team Lead, Ian Russell.

Once again, thank you for your participation in the CHPI. I look forward to continuing to work with you as we implement the program.

Sincerely,



Janet Hope
Assistant Deputy Minister
Ministry of Housing

- c. Ian Russell, Team Lead, Regional Housing Services, Central
Brent Whitty, Manager, Housing Programs Branch
Alicia Yurichuk, Manager, Housing Funding and Risk Management Branch