

Subject: Homelessness Prevention Program (HPP) - City Wide

Reference:

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Housing and Children's Services

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Clerk's File #: SS/13026

To: Mayor and Members of City Council

Recommendation:

1. THAT the report from the Manager of Homelessness & Housing Support regarding the provincial Ministry of Municipal Affairs and Housing's Homelessness Prevention Program (HPP) **BE RECEIVED**.
2. THAT the Chief Administrative Officer and City Clerk or their designates **BE AUTHORIZED** to **EXECUTE** the Homelessness Prevention Program Multi-Program Ontario Transfer Payment Agreement(s) and any related amendments and extensions including any current or subsequent programs and program extensions, between the City of Windsor and the Ministry of Municipal Affairs and Housing, provided that the agreement and any related amendments and extensions are in a form satisfactory to the City Solicitor, satisfactory in financial content to the City Treasurer, and technical content to the Executive Director of Housing and Children's Services and the Commissioner of Human & Health Services.
3. THAT the Commissioner of Human and Health Services **BE AUTHORIZED** to **EXECUTE** and **SUBMIT** applications and related submissions and amendments to the Ministry of Municipal Affairs and Housing, or any other Ministry as required, to secure funding related to the Homelessness Prevention Program and any subsequent programs or program extensions, provided they are in a form satisfactory to the City Solicitor, satisfactory in financial content to the City Treasurer, and technical content to the Executive Director of Housing and Children's Services.
4. THAT the Commissioner of Human and Health Services **BE AUTHORIZED** to **APPROVE** and **SUBMIT** annual Investment Plans, subsequent updates, or any other required reports to the Ministry of Municipal Affairs and Housing, or to any other Ministry as required outlining, among other things, how the Homelessness Prevention Program allocation will be utilized in Windsor-Essex, provided that any

submission, amendment or reallocation does not exceed the funding provided by the provincial government or as allocated in the approved City budget in each respective year, in consultation with the Manager of Intergovernmental Funding.

5. THAT the Executive Director of Housing and Children's Services **BE AUTHORIZED** to **APPROVE** and **SUBMIT** amendments to the Homelessness Prevention Program Investment Plans, subsequent updates, or any other required reports to the Ministry of Municipal Affairs and Housing over the program duration provided that any submission, amendment or reallocation does not exceed the funding provided by the provincial government or as allocated in the approved City budget in each respective year, in consultation with the Manager of Intergovernmental Funding.
6. THAT the Executive Director of Housing and Children's Services **BE AUTHORIZED** to **APPROVE** and **SUBMIT** Quarterly Reports, Year End Reports, Project Information Forms(s), French Language Service Report(s), and any other documents/reports in a form and format required by the Ministry of Municipal Affairs and Housing over the program duration to remain in compliance with mandatory reporting requirements under the Homelessness Prevention Program, in consultation with the Manager of Intergovernmental Funding for all financial reports.
7. THAT the Commissioner of Human and Health Services **BE AUTHORIZED** to **ALLOCATE** funding to supportive housing and/or emergency shelter service providers for acquisition, renovation and/or retrofit projects that adhere to the Homelessness Prevention Program guidelines, and to **EXECUTE**, sign, amend, and terminate agreements to provide such funding to other agencies provided such agreements comply with the Homelessness Prevention Program requirements and are in a form satisfactory to the City Solicitor; satisfactory in financial content to the City Treasurer and satisfactory in technical content to Executive Director of Housing and Children's Services, provided that projects do not exceed the funding allocation provided by the provincial government or as allocated in the approved City budget in each respective year. Recommendations for the City to acquire and retain ownership of any properties to be used as supportive housing and/or emergency shelters, will require Council approval.
8. THAT the Executive Director of Housing and Children's Services **BE AUTHORIZED** to issue Request for Proposal(s), as required, consistent with the municipal purchasing by-law and requirements established by the Ministry of Municipal Affairs and Housing as required by the Homelessness Prevention Program to hire qualified consultants, acquire additional resources, and select partner or agency support to deliver program components to address needs in Windsor Essex at a cost not to exceed the funding allocation provided by the provincial government or as allocated in the approved City budget in each respective year, as confirmed by the Manager of Intergovernmental Funding.
9. THAT the Executive Director of Housing and Children's Services **BE AUTHORIZED**, throughout the duration of the Homelessness Prevention Program, to operationalize the program including approving projects, allocating funds, withdraw, negotiate and re-allocate program funds, including re-allocation between the 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 housing and homelessness needs in Windsor-Essex provided that any submission, amendment or re-allocation does not exceed the funding allocation provided by the provincial government or as allocated in the approved City budget in each respective year, as confirmed by the Manager of Intergovernmental Funding.

10. THAT the Commissioner of Human and Health Services **BE AUTHORIZED** to execute, sign, amend, and 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 Ministry of Municipal Affairs and Housing, provided such agreements and documents comply with the Homelessness Prevention Program requirements and are in a form satisfactory to the City Solicitor; satisfactory in financial content to the City Treasurer and satisfactory in technical content to the Executive Director of Housing and Children's Services.
11. THAT the Commissioner of Human and Health Services **BE AUTHORIZED** to execute, sign, amend, and terminate interim funding agreements with Purchase of Service agencies on behalf of the City to fund such services while awaiting approval from the Ministry of Municipal Affairs and Housing of the 2022 – 2023 Homelessness Prevention Program Investment Plan, provided such agreements and documents comply with the program requirements and are in a form satisfactory to the City Solicitor; satisfactory in financial content to the City Treasurer and satisfactory in technical content to the Executive Director of Housing and Children's Services.
12. THAT for any Homelessness Prevention Program related agreements that exceed a \$150,000 net City contribution or a \$1,000,000 gross contribution, for which the Commissioner of Human and Health Services is authorized to execute, that in addition to the Commissioner of Human and Health Services, the Chief Administrative Officer and City Clerk or their designates be required to sign as a secondary authority.
13. THAT the Executive Director of Housing and Children's Services **BE AUTHORIZED** to acquire resources and partners to deliver the Homelessness Prevention Program and any affiliated programs, at a cost not to exceed the funding allocation provided by the provincial government or as allocated in the approved City budget in each respective year.

Executive Summary:

In March 2022, the Ministry of Municipal Affairs and Housing (MMAH) announced the new Homelessness Prevention Program (HPP) which comes into effect starting on April 1, 2022.

HPP is a consolidation of several other programs that have been terminated effective March 31, 2022 including the Community Homelessness Prevention Initiative (CHPI), the Strong Communities Rent Supplement Program (SCRSP), and Home for Good (HFG). The City of Windsor, as the legislated Consolidated Municipal Service Manager

(Service Manager or SM) had previously received allocations under CHPI and SCRSP, but not HFG.

Background:

The City of Windsor's planned funding allocation under HPP is set at \$12,470,100 for the April 2022 to March 2023 fiscal year, and will continue until the HPP program is modified or terminated. This is an increase of \$647,957 in provincial funding compared to funding provided under CHPI and SCRSP in 2021-2022. HPP allocations are based on the sum of two components: (1) Base funding to support planning stability, whereby a funding allocation equivalent to the sum of operating funding allocated under the former CHPI and SCRSP programs in 2021-22 fiscal year, and; (2) Needs based funding based on Windsor-Essex's proportional share of Deep Core Housing Need¹, priority population indicators², Low Income Measure Before Taxes³, unemployment rate, and Indigenous identity data from the 2016 Census.

Besides the increase in funding which, will help address homelessness needs in Windsor-Essex, the HPP recognizes the importance and integral part SCRSPs play within the affordable housing system and addresses the significant concerns raised regarding the program's scheduled end on March 31, 2023 by continuing to fund this program through this new consolidated funding allocation. The SCRSP, which equates to approximately \$1.18 million in annual funding, provides a Rent Supplement (RS)/Housing Allowance (HA) to approximately 195 households, and is one of many long-standing and quasi-permanent RS/HA programs, wherein many of the households assisted require supportive housing as a result of their physical and/or cognitive needs. An information report on the RS/HA program expiries and mitigation strategies was the subject of a recent report to Council (Council Report: S 144/2021; CR 36/2022 CSPA 175). HPP will assist in mitigating some of the risks associated with the expiring RS/HA funding programs which were identified within that Council Report.

Administration is seeking Council approval as indicated in the Recommendations section above, including the approval to enter into a Transfer Payment Agreement with MMAH and submit the initial HPP Investment Plan both of which are due to the Ministry by April 15, 2022.

¹ A household is considered to be in deep core housing need if it meets two criteria. (1) A household is below one or more of the adequacy, stability and affordability standards; (2) The household would have to spend 50% or more of its total before-tax income to pay for local median rent.

² Priority populations that may be at greater risk of homelessness may include youth, Indigenous Peoples, and people transitioning from provincial institutions.

³ Low Income Measure Before Taxes (LIM-BT) refers to households that pay more than 50% of before tax income on shelter.

Discussion:

The overall vision of Homelessness Prevention Program (HPP) is that people at risk of or experiencing homelessness have the housing and support services they need to retain and/or obtain stable housing and achieve better outcomes.

HPP provides funding to support Service Managers in meeting three key goals:

1. Prevent homelessness – People at risk of homelessness remain housed and have connections to support services.
2. Address homelessness – People who are homeless and chronically homeless obtain and retain housing and support services.
3. Reduce chronic homelessness⁴

The program offers a wider variety of eligible activities compared to the previous CHPI program, including the ability to allocate funding to capital expenses to establish new or renovate existing supportive housing and emergency shelter facilities.

HPP requires Service Managers to maintain a By-Names Prioritized List (BNPL) to identify those experiencing homelessness, prioritize services based on need, and match people with supports to help them obtain and retain housing. Windsor-Essex has had a quality and active BNPL since 2018. It should be noted that since the City receives funding under the federal Reaching Home: Canada's Homelessness Strategy program for BNPL activities, that funding must be fully utilized before using HPP funding for this purpose.

HPP will require the Service Manager and all service providers funded by the program to collect and report on new outcome measures to track progress toward meeting the program's objectives.

Operating Funding

The program organizes operating funding allocations under four categories, which are similar to the ones used under the CHPI program, but with some differences.

- a. Supportive Housing – Refers to a combination of housing assistance with individualized, flexible, and ongoing support services. This includes transitional housing and Residential Services Homes (formerly known as Housing with Supports Homes). Eligible expenses include rent supplements and housing allowances for people living in supportive housing, mental health and addiction supports, other health-related supports, life skills development, daily living supports, culturally-relevant supports for Indigenous people, and other costs such as Personal Protective Equipment (PPE).
- b. Housing Assistance – Includes financial and non-financial supports for people not in supportive housing to obtain and retain housing. Eligible expenses include

⁴ Refers to people, often with disabling conditions who are currently homeless and have been homeless for six months or more in the past year (i.e. have spent more than 180 cumulative nights in a shelter or place not fit for human habitation). These are individuals who move in and out of homelessness.

assistance with rent and utilities arrears, emergency repairs to housing units, financial assistance to set up a housing unit (e.g. furniture) and first/last month's rent. Housing allowances and rent supplements, including those under the former Strong Communities Rent Supplement Program are also eligible. Non-financial supports could include housing help, evictions supports budgeting assistance, shelter diversion, hoarding assistance, landlord-tenant assistance.

- c. Community Outreach and Support Services – Refers to supports and services provider to people not in supportive housing and expenses related to the By Names Prioritized List. Eligible expenses include case management, outreach, food security, employment / education / training supports, mental health and addictions supports, other health-related supports, life skills development, daily living supports, and culturally-relevant supports for Indigenous people.

In Windsor-Essex, this would include programs such the Windsor-Essex Housing Connection Program (WEHC) and homelessness street outreach workers.

- d. Emergency Shelter Solutions – Refers to expenses directly related to the cost to operate and staff emergency shelters. Eligible expenses include shelter beds or motel rooms, basic needs items, housing search assistance, supports within the shelter (e.g. health-related, child care), transportation, PPE, and minor retrofits and upgrades.

Administrative expenses are also eligible under HPP but have been reduced from the 10% available through CHPI. For the 2022 – 2023 fiscal year, the maximum allowable administrative amount is 7.5%, and in 2023 – 2024 this is further reduced to 5%.

Capital Funding

HPP also allows for capital investments to maintain and increase the supply of supportive housing and maintain the availability of emergency shelters to meet the local need. Funding can be allocated for new supportive housing or emergency shelter facilities or for retrofits to meet building code standards and public health requirements. Renovation costs below \$50,000 are considered to be minor retrofits and are considered an operating expense.

Risk Analysis:

The risk of Council not approving the recommendations set forth in this report is that the City of Windsor could lose the planned funding allocation of \$12,470,100 under HPP, which result in the loss of funding for the majority of homelessness programs in Windsor-Essex. This includes the immediate loss of funding for approximately 195 recipients of the former Strong Communities Rent Supplement Program.

Another risk relates to the reduction to administrative expenses explained in the operating section above. The City's own administrative costs have typically come in under the maximum 10% previously allowed under CHPI, and Administration has adjusted administrative allocations to be no higher than 7.5% for the 2022 – 2023 fiscal year under HPP. For the 2023 – 2023 fiscal year, when the administrative amount is further reduced to 5%, additional funding may be required from other sources to meet actual costs or reductions may need to be made to internal staffing which could

negatively impact service levels. This reduction to administrative expenses could also have negative impacts on service providers who were funded under CHPI, who will have to make their own budget and staffing adjustments in response to the new allowable amounts under HPP.

While the HPP program allows for capital expenditures to acquire new supportive housing and/or emergency shelter facilities, such investments would result in the need to reallocate funding from existing homelessness programs. Also, these types of facilities regarding ongoing operating funding, so increasing the supply of supportive housing and/or emergency shelter will lead to a need for additional funding for operating expenses. Given the limited funding increase of \$647,957 under HPP for the 2022 – 2023, Administration will not be recommending any capital investments for this fiscal year, under this specific funding stream.

Climate Change Risks

Climate Change Mitigation:

N/A

Climate Change Adaptation:

N/A

Financial Matters:

On March 7, 2022, the City of Windsor as the Consolidated Municipal Service Manager for Housing and Homelessness programs in Windsor/Essex County received notice that effective April 1, 2022, two of the programs that it delivers (Community Homelessness Prevention Initiative and the Strong Communities Rent Supplement Program) will be consolidated by MMAH into one flexible Homelessness Prevention Program.

The original 2022-2023 planning allocations for the two programs noted above totalled \$11,822,143. With the announcement of HPP, the 2022-2023 funding allocation increased by \$647,957 for a total of \$12,470,100. As noted in the body of the report, Administrative expenses are also eligible under HPP but the maximum administration funding allowable has been reduced from 10% through CHPI to 7.5% under HPP for the 2022 – 2023 fiscal year, and then further reduced to 5% in the 2023 – 2024 fiscal year.

The allocation is contingent on the Ministry approval of a submitted Investment Plan and the return of the signed Transfer Payment Agreement. Council approval is required for the submission of Investment Plan and the ability to amend and reallocate funds under this plan in-year provided that any submission, amendment or reallocation does not exceed the budgeted contributions to the program.

The investment plan identifies how investments are made amongst the service categories and how it this is intended to contribute to objectives of the program. Investment decisions are based on HPP guidelines and the Windsor Essex Housing and Homelessness Master Plan, which was approved by Council in 2019 (CR 612/2019). Service Managers are encouraged to consider investments that:

- Support a shift away from emergency responses toward prevention and permanent housing and contribute to a reduction and chronic homelessness
- Support priority populations who may be at greater risk of homelessness (e.g. youth, Indigenous Peoples, and people transitioning out of provincial institutions such as jails and hospitals)

Table 1 summarizes the proposed HPP Investment Plan.

Table 1: 2022-2023 Proposed HPP Investment Plan

Service Category	Provincial Funding	% Total
Supportive Housing	\$3,757,015	30.1%
Housing Assistance	\$2,835,373	22.7%
Community Outreach and Support Services	\$2,022,018	16.2%
Emergency Shelter Solutions	\$3,182,791	25.5%
Program Administration	\$672,903	5.4%
Investment Plan – Total HPP Funding	\$12,470,100	100%

The Investment Plan reflects only the provincial funding portion (\$12,470,100) of the homelessness budget. As the delivery of homelessness programs are not governed by the existing arbitrated funding arrangement with the County of Essex, any municipal (City and County) investments in the programs are discretionary. The approved 2022 City budget contains \$2,374,278 to support the City Housing with Support homes, Street Outreach workers, and the Emergency Shelters. Historically, the County contributes \$448,640 towards the County's Housing with Support Homes for a total gross investment of \$15,293,018.

The required timeframe for submission of this plan to MMAH is April 15, 2022. Once approved by MMAH, further details outlining the Investment Plan and how it is linked to the Windsor Essex Housing and Homelessness Master Plan will be brought to Council.

Consultations:

Kelly Goz - Coordinator, Housing Administration and Development

Jolayne Susko - Coordinator, Housing Administration and Policy

Mike Deimling - Social Housing Analyst

Linda Higgins – Manager, Intergovernmental Funding

Aaron Farough, Legal Counsel

Conclusion:

The Homelessness Prevention Program provides the City of Windsor with an increase in provincial funding to help address homelessness needs in Windsor-Essex. The program allows Service Managers to fund a wider variety of services and make capital investments that were not permissible under the former Community Homelessness Prevention Initiative. It will also allow the continuation of rent supplements for approximately 195 recipients that would have otherwise expired by March 2023 under the former Strong Communities Rent Supplement Program. HPP is a welcome and much needed stream of funding that will be augmented with federal and municipal funding to help achieve the goals laid out in the Windsor Essex Housing and Homelessness Master Plan, including the reduction of chronic homelessness.

Planning Act Matters:

N/A

Approvals:

Name	Title
Jennifer Tanner	Manager of Homelessness and Housing Support
Kirk Whittall	Executive Director of Housing and Children's Services
Andrew Daher,	Acting Commissioner, Human and Health Services
Dan Seguin for Joe Mancina	Commissioner, Corporate Services CFO/City Treasurer
Shelby Askin-Hager	Commissioner, Legal & Legal Services/City Solicitor
Jason Reynar	Chief Administrative Officer

Notifications:

Name	Organization	Email
Chairperson and members	Housing and Homelessness Advisory Committee (HHAC)	Clerks to send to HHAC members
Mike Galloway	County of Essex	mgalloway@countyofessex.ca

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Naomi Levitz	Windsor Women Working with Immigrant Women	levitz@uwindsor.ca
Daniele Andrade	Employment & Social Development Canada	danielle.andrade@servicecanada.gc.ca

Appendices:

1 HPP Guidelines April 2022