



INFORMATION REPORT

TO: Chair and Members Emergency & Community Services Committee	WARD(S) AFFECTED: CITY WIDE
COMMITTEE DATE: June 22, 2011	
SUBJECT/REPORT NO: Overview of the Impact of Federal Homelessness Funding in the City of Hamilton (CS11062) (City Wide)	
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SIGNATURE:	

Council Direction:

Not Applicable

Information:

- Paul Dowling Consulting was commissioned by the Housing and Homelessness Division, Community Services Department to provide an overview of the Designated Communities federal homelessness funding stream in Hamilton.
- 112 individuals were consulted in interviews and focus groups;
- More than 200 people responded to a web-based survey; and,
- 7 site visits were conducted at HPS funded agencies.

The report is attached as Appendix A to Report CS11062.

Funding for the federal homelessness funding is divided into two streams. The Designated Communities stream is administered by the City of Hamilton and the Aboriginal Communities stream is administered by the Social Planning and Research Council on behalf of the Hamilton Executive Directors Aboriginal Coalition (HEDAC). From 1999 to 2011, over \$47 million was invested in the Designated Communities stream in Hamilton for homelessness services, and capital, research and education projects. During the same time period the federal government invested approximately \$2.3 million in Hamilton through the Aboriginal Communities stream of funding.

The information provided in this report and the consultant's report (attached as Appendix A to Report CS11062) is focused exclusively on the Designated Communities stream of funding.

A total of 160 projects were funded through the Designated Communities stream of funding to serve individuals and families experiencing homelessness and housing insecurity in Hamilton. The funding is currently called the Homelessness Partnering Strategy (HPS). Appendix B to report CS11062 lists the projects funded through HPS.

Highlights of Impacts of the Federal Designated Communities Homelessness Funding in Hamilton

The report states that the funding “has allowed Hamilton to offer critically needed programs and services” that otherwise “would not exist or would exist in greatly reduced form”.

The consultants highlighted the following nine areas impacted by federal homelessness funding:

Emergency Shelters

A significant amount of capital funds was invested in the emergency shelter system:

- 181 new shelter beds between 1999 and 2003;
- 102 new shelter beds between 2003 and 2010

By building new shelters and renovating existing shelters, more space was added to accommodate new beds in the emergency shelter system in Hamilton. In the early iteration of this expansion, renovations allowed the men's shelters and the Native Women's Centre to create more space to accommodate beds, thereby reducing crowding. More recently, this shelter system expansion has included new buildings such as the addition of the Good Shepherd Family Centre and the newly opened Good Shepherd Mary's Place. These investments have helped support men, women, Aboriginal women, victims of abuse, refugees, newcomers, and families.

Transitional Housing and Housing with Supports

99 transitional housing and housing with supports units were added which decreased the need for emergency shelter services as follows:

- Wesley Transitional Youth Housing;
- Good Shepherd Angela's Place for pregnant and parenting youth;
- The Bridge Transitional housing for men exiting the provincial correctional system and;
- Wesley Urban Ministries' Claremont House for people experiencing homelessness and chronic alcoholism.

Accessibility

Accessibility was improved for emergency shelters and buildings providing services and resources to people with disabilities who are homeless or precariously housed such as:

- Installing an accessible washroom at Neighbour to Neighbour Food Bank;
- Modification for accessibility at the Salvation Army Booth Centre men's shelter and;
- Upgrades at Urban Native Homes' Koo gaa da win Mantiou seniors complex.

Housing Support Services

A variety of programs and services were funded to help people find and maintain housing. Housing support projects included:

- Case management outreach to precariously housed tenants (such as CityHousing Hamilton's ROOFS program);
- The Salvation Army's Moving and Storage program;
- Various food security programs;
- Three trusteeship programs operated by Mission Services, Good Shepherd and Salvation Army;
- Services were expanded and diversified for vulnerable populations such as:
 - Chronic shelter users;
 - Youth;
 - People with mental health issues and concurrent disorders; and,
 - Victims of abuse, seniors and Aboriginal people.

Health Programs and Services

Barriers to health care were reduced for people who are street-involved. Funded services included:

- ID clinics;
- Outreach, including outreach to precariously housed seniors;
- On-site health services;
- Transportation;
- Aboriginal culture-specific services; and,
- The coordination of health services and discharge planning. Agencies funded to provide such services include:
 - Hamilton Urban Core Community Health Centre,
 - St. Matthew's Housing,
 - Housing Help Centre and
 - De dwa da dehs nye's Aboriginal Health Centre

Research

Specific community based research projects were funded based on Calls for Proposals. The Social Planning and Research Council of Hamilton as well as the researchers from McMaster University have been vital collaborators for many of these projects.

The Homeless Individuals and Families Information System (HIFIS) is funded through a separate federal homelessness funding envelope. HIFIS is the software program used to collect service-use data from Hamilton's emergency shelter and emergency food service systems. This data is vital for research and service system planning. HIFIS was implemented in all emergency shelters (except Violence Against Women shelters) by 2005 and in all the major food banks by 2007.

Education and Awareness

Awareness was raised about a number of issues such as:

- Fetal Alcohol Spectrum Disorder;
- The education of the landlords and tenants of rooming houses as part of the Rooming House Strategy;
- Tenant education and tenant outreach programs. The Aboriginal community partners and Housing Help Centre have been leaders of these projects.

Staff and Volunteer Training

The following training initiatives were delivered:

- Training for shelter staff and second-stage housing staff at Good Shepherd and Mission Services;
- Volunteer training for the Neighbour to Neighbour Centre's Resource Counselling Program;
- Anti-Racism/Anti-Oppression training for staff working with people experiencing homelessness.

Community Entity Administration & Projects

Service Canada allows the municipality to use up to 15% of its HPS allocation for administration costs. Since 1999, the City has used 9.4% of the allocation for administration and the remaining funding was invested in programs. Administration costs include staff salaries and administration costs, research, training and system planning activities.

HPS funds 5.5 FTEs:

- Program Manager

SUBJECT: Overview of the Impact of Federal Homelessness Funding in the City of Hamilton (CS11062) (City Wide) – Page 5 of 9

- Senior Policy Analyst
- Social Policy Analyst
- Grants Analyst
- Program Secretary and
- Financial Assistant (0.5)

From the earliest days of the federal homelessness program, the funding has been used for service planning, community capacity building and community development support to the broader housing and homelessness sector.

Aboriginal Community

A significant impact of the HPS, though not highlighted in the consultant's report, is the positive relationship that has been built between the Aboriginal community of service providers and the City. Since 2003, the City of Hamilton has allocated 20% of the HPS Designated Community stream funding for projects in the Aboriginal community. The Hamilton Executive Directors Aboriginal Coalition (HEDAC) has conducted their own planning process and call for proposals process. HEDAC has submitted their slate of projects to the City for final approval as per the HPS terms and conditions. Hamilton is seen as a leader in this area by other Aboriginal and non-Aboriginal communities.

Homelessness System Challenges and Gaps

The consultant identified challenges and gaps in the homelessness service system. The following seven areas are highlighted with a response from Housing and Homelessness Division staff:

Inadequate income and lack of affordable housing continue to drive homelessness	Response
While federal homelessness funds have been instrumental in expanding the capacity and improving the quality of the emergency shelter facilities, the systemic issues of inadequate income and lack of affordable housing continue to drive the problem of homelessness.	Direct income supports and housing subsidy are not permitted under the Terms and Conditions of HPS. Continued advocacy to the federal and provincial governments is necessary to improve income support and affordable housing programs for those experiencing homelessness.
The homelessness system is at risk due to the time limited funding model	Response

SUBJECT: Overview of the Impact of Federal Homelessness Funding in the City of Hamilton (CS11062) (City Wide) – Page 6 of 9

<p>The federal government has provided homelessness funding in 2 or 3 year terms without committing to funding past each term. The progress Hamilton has made toward building a strong system of supports is threatened by the instability of this short-term and unstable funding model.</p>	<p>A significant amount of homelessness service provision in Hamilton relies on HPS funding. Advocacy efforts must continue to ensure that sustainable rather than short-term funding is available. The City should develop a contingency plan to mitigate the risks associated with a future loss of funding.</p>
<p>Silo approach among City Departments creates barriers</p>	<p>Response</p>
<p>Some stakeholders experienced silos in various City departments. Contradictions in policy and practices between Departments should be addressed to facilitate effective partnerships between the City and community partners.</p>	<p>It is agreed that services should be provided in a more integrated and collaborative way by the City. Efforts such as the Human Services Planning and Neighbourhood Development initiatives and Integrated Strategic Planning are underway to address these concerns.</p>
<p>Need for an evidence-based framework for homelessness system planning</p>	<p>Response</p>
<p>There are concerns regarding the absence of an evidence-based framework to guide housing and homelessness system planning.</p>	<p>Significant local data was gathered and analyzed for past HPS Community Plans but not shared to the greatest extent possible. The development of a ten-year Housing and Homelessness Action Plan is currently underway. Report CS11017 Housing and Homelessness Action Plan outline the process for developing a Housing and Homelessness Action Plan including: evidence-based decision making, a significant amount of research and increased communication with stakeholders. The Plan will include an outcome measurement framework to track and measure progress.</p>
<p>Tension between targeting priorities or supporting the entire homelessness system</p>	<p>Response</p>

SUBJECT: Overview of the Impact of Federal Homelessness Funding in the City of Hamilton (CS11062) (City Wide) – Page 7 of 9

<p>Some feel that the homelessness funding should be expanded to include services such as the police and corrections, services for the disabled, seniors, children and youth, mental health, addictions, violence against women, and newcomers. Others felt that it is important to target priorities within the more narrow scope of the homelessness service system (emergency shelters, housing with supports, health services, trusteeship etc.)</p>	<p>Many service sectors should be involved in planning for the homelessness system. It is also evident that resources for all of the service sectors do not meet the needs of those that they serve.</p> <p>The Housing and Homelessness Action Plan is incorporating a person-centred approach to planning. The Planning Group will draw on local evidence to make decisions and set priorities.</p>
<p>Limitations and effectiveness of existing data collection tools.</p>	<p>Response</p>
<p>The primary mechanism for evaluation of HPS funded projects has been the federal Results Reporting documents. There are concerns that the reports are inaccurate and lack detail. Some organizations are frustrated with the limitations of the Homeless Individuals and Families Information System (HIFIS).</p>	<p>Simpler data collection formats are being explored to better serve agency and service system evaluation needs. City staff continues to work with agency partners to increase the HIFIS data and to improve the data collection processes. The federal government will be releasing a new version of HIFIS shortly which promises to address some of the limitations.</p>
<p>The Community Advisory Board (CAB) model was not effective</p>	<p>Response</p>

<p>Stakeholders expressed concerns regarding the effectiveness and quality of decision making resulting from the Community Advisory Board model.</p>	<p>The role of the “Community Advisory Board” (CAB) for HPS is to provide:</p> <ul style="list-style-type: none">a) Input and advice to the City on HPS priority development and;b) Recommendations for the HPS funding allocation. <p>In the past, both of these functions were performed by a single group. For this new term of funding, the functions have been divided into two. The Housing and Homelessness Planning Group will provide high level policy advice including the HPS priorities. A second group will be responsible for reviewing funding applications and recommending the allocations of the funding.</p> <p>This model has proven to be effective in other Canadian jurisdictions.</p>
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Next Steps for the HPS Program in Hamilton

A Housing and Homelessness Planning Group was established in the fourth quarter of 2010. This Planning Group will fulfill the Community Advisory Board responsibilities of providing high level policy and process advice to HPS. The Planning Group brings key stakeholders to one table to govern the process of developing a Housing and Homelessness Action Plan (Report CS11017).

HPS funding has been renewed until March 31, 2014 (Report CS11016 – Renewal of the Homelessness Partnering Strategy Agreement). Hamilton will receive \$12.6 million from Service Canada for the three-year term. Funding for projects that are currently funded through HPS will be extended until March 31, 2012. This will eliminate the disruption of services funded through HPS and provide time for the new community priorities to be developed. Appendix C to Report CS11062 lists the extended projects.

As the administrator of the HPS Program, the City will lead the development of priorities through the work of the Housing and Homelessness Planning Group. In the past, HPS priorities have been broad and in a sense attempting to be ‘everything to everyone’. HPS priority development will now be based on evidence-based decision making. As a result, the new priorities will be more targeted and will have clearer objectives.

The City contracted with Paul Dowling Consulting to do much of the data collection and analysis necessary to make evidence based decisions. Determining the human outcomes of the funding is a challenging task as short term funding does not support long term outcome evaluation. It allows for counting outputs such as services added, housing units created or research reports produced. This is the type of data Service Canada requires projects to collect in order for things to be rolled up at a federal level. This information is not useful at the local municipal level for service system planning purposes.

There are additional infrastructure and processes required to effectively measure the life changes and outcomes for unique individuals and families in Hamilton. This will require an intentional commitment and allocation of resources for a term longer than 2 or 3 years.

In June and July 2011, the City will consult with broader stakeholder groups in order to test and finalize the drafted HPS priorities. It is expected that an HPS Call for Applications will be released in September of 2011, with projects starting as early as January 2012.

Appendices

Appendix A to Report CS11062: Overview of the Designated Communities Federal Homelessness Funding Stream: Impacts for Hamilton

Appendix B to Report CS11062: Federal Homelessness Program: Projects Funded in Hamilton, 2000 to 2011

Appendix C to Report CS11062: Homelessness Partnering Strategy (HPS) Extension – April 1, 2011 – March 31, 2012

Overview of the Designated Communities Federal Homelessness Funding Stream: Impacts for Hamilton

**Paul Dowling Consulting
February 2011**

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Paul Dowling Consulting
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TABLE OF CONTENTS

BACKGROUND

EXECUTIVE SUMMARY

1.0 METHODOLOGY

- 1.1 Stakeholder Engagement Strategy**
- 1.2 Consultation Methods**
- 1.3 Document Review**
- 1.4 Limitations in the Available Data**
 - 1.4.1 NHI/HPS Reporting Forms**
 - 1.4.2 Other Data Sources**

2.0 FUNDING AND PLANNING CONTEXT

- 2.1 Overview of Funding Context**
- 2.2 Overview of Policy Context**
- 2.3 Overview of NHI/HPS Funding**
 - Table 2.1 NHI/HPS-Funded Projects in Hamilton**
- 2.4 Federal and Community Plan Priorities, 2000–2011**
 - 2.4.1 Systemic versus Immediate Goals**
 - 2.4.2 Changes in Priorities**
 - Table 2.2 Continuum of Homelessness and Housing Options**
- 2.5 Community Advisory Board (CAB)**
- 2.6 HPS Aboriginal-Specific Funding**

3.0 OVERVIEW OF IMPACTS

3.1 Infrastructure

3.1.1 Emergency Shelters

Table 3.1 Emergency Shelter Beds Added, 1999–2003

Table 3.2 Out of the Cold Overnight Stays, 2001–2010

Table 3.3 Number of Shelter Users “On Any Given Night” in November (1998, 2001–2008)

Table 3.4 Emergency Shelter Beds Added, 2003–2010

Table 3.5 Emergency Shelter Beds in Hamilton (1999–2010)

3.1.2 Transitional Housing and Housing with Supports

Table 3.6 Units of Housing (Transitional or With Supports) Serving Individuals At Risk

3.1.3 Affordable Housing

3.1.4 Accessibility

3.2 Programs and Services

Table 3.7 CAB Allocations to Infrastructure and Programs

3.2.1 Housing Support Services

Table 3.8 Number of People That Maintained Housing in Hamilton as of November 12, 2010

Table 3.9 Outcomes of HPS Capital Investments in Hamilton as of November 12, 2010

3.2.2 Health Programs and Services

3.3 Administration, Research, and Awareness

3.4 Community Entity Administration and Projects

4.0 GAPS AND BRIDGES

4.1 Funding Gaps and Opportunities

Table 4.1 Funding Sources for Service Providers in Hamilton

Table 4.2 Impact of HPS Funding on Services Provided in Hamilton

4.2 System Gaps and Opportunities

4.3 Concluding Comments

APPENDICES

A Sample of Interview and Focus Group Guides

B Consultations

C Web Surveys

D Documents

E NHI/HPS Priorities and Community Plan Priorities

BACKGROUND

The City of Hamilton has overall responsibility for managing the service system to address homelessness and the need for affordable housing in the City. This includes administration of funding from the Federal and Provincial Governments and overall planning for a system that includes initiatives by a range of volunteers and community-based agencies.

Since 2000, the City has received \$47 million in federal funding for homelessness. In consultation with a range of community stakeholders and with the advice and support of a Community Advisory Board, the City has defined priorities and allocated funds to support 160 different projects in the community as well as several research reports and training and system-planning initiatives.

In addition, the City has allocated funding received from the Provincial Government under the Consolidated Homelessness Prevention Program and from the Federal and Provincial Governments under the Canada Ontario Affordable Housing Program.

The City's role in Service System Management has been directed by a number of plans, including:

- *Keys to the Home: A Housing Strategy for Hamilton* (2004), and
- *Everyone Has a Home: A Strategic Plan to Address Homelessness* (2007).

The City, in a recent report to the Emergency & Community Services Committee on the Assessment of *Everyone Has a Home*, affirmed that future planning must encompass both housing and homelessness strategies.

The City has retained Paul Dowling Consulting to carry out research into the housing and homelessness system in Hamilton and to make recommendations for future directions. The objectives of the research are:

- To assess the impact of federal homelessness funding;
- To illustrate how the overall housing and homelessness system works;
- To assess how well the overall housing and homelessness system works;
- To increase community capacity to plan and evaluate programs & interventions; and
- To increase overall knowledge and understanding of the housing and homelessness service system by a range of stakeholders.

The City has a commitment to collaborate with a broad range of stakeholders, including various levels of government, social service agencies, advocacy organizations, foundations, faith groups, the business community, and the broader public, including people who have experienced homelessness. This commitment is the foundation for the current research.

The intent of the project is to provide the information, tools, and resources that will support the involvement of stakeholders in evidence-based planning, including a system-wide framework for outcome evaluation and measurement that can be used by individual programs and service providers for planning and evaluation. The framework will also support the City and the Housing and Homelessness Planning Group in determining priorities for future funding and intervention.

The project has four key deliverables:

1. A **comprehensive overview** of the impact of federal homelessness funding since 2000.
2. A **map of the system** illustrating how different parts of the entire housing and homelessness system relate to one another, including connections and influences, types of services, and relative intensity of programs and services.
3. A **summary report** describing the overall system, analysing how and how well the system is working, and an overview of the roles played by different funders and stakeholders.
4. A document outlining a **performance management and outcome evaluation framework** that will enable evidence-based service and system planning, service and system evaluation, and accountability to the community.

This report is the first of these deliverables.

EXECUTIVE SUMMARY

This report provides a comprehensive overview of the impact of federal homelessness funding in Hamilton from 2000 to 2010; this includes a description of which projects were funded, the nature of the activity, who was served, and what program approach was used.

- Each project is situated within the service system using the continuum of homeless and housing circumstances and within the City's housing and homelessness strategic plans.
- The report includes an analysis of the impacts of the projects as a whole and how they fit within and add assets to the overall service system. This analysis relies on documentary evidence of impacts as well as anecdotal evidence of impacts reported by stakeholders.
- The report also looks at the impacts of different types of programs and interventions, including the ways in which they have addressed system priorities and bridged gaps between funding streams and service components.

METHODOLOGY

The consultation included key informant interviews, focus groups, and a web-based survey for consumers and other stakeholders. As well, the consultants conducted 7 site visits to a sample of agencies. A link to the web-based survey was distributed by email to over 330 stakeholders based on a master list of stakeholders compiled with support from City staff. Stakeholders were also encouraged to forward the survey to staff, network colleagues, service partners, and program participants as appropriate. As of December 29, there were 214 responses to the survey. The focus groups and interviews included 112 participants.

An extensive documentation review was conducted, including:

- NHI/HPS Community Plans and related documents;
- City of Hamilton strategic plans and internal documents;
- reports to City Council;
- research reports on housing and homelessness in Hamilton; and
- websites of organizations serving people experiencing homelessness in Hamilton.

FUNDING AND PLANNING CONTEXT

The National Homelessness Initiative (NHI) and its associated community funding strategies were introduced by the federal government in 1999. Over the course of ten years and four funding cycles, Hamilton has received \$47 million. Of this, \$42.6 million was allocated to 160 community-based projects and \$4.4 million was used to cover administrative staff salaries and fund a variety of ad hoc projects (including research, training, and system-planning initiatives).

The program was introduced at a time when the City, like other municipalities, was also being called upon by the Provincial government to assume responsibility for delivery and administration of housing and homelessness programs for which the Province had previously been responsible.

The City of Hamilton embraced its responsibilities as service manager for housing and homelessness with the establishment of a series of strategies and plans, including:

- An affordable housing component in the Social Development Strategy – *The Social Vision for the New City of Hamilton (Caledon Institute, 2002)*
- A Housing Strategy for Hamilton – *Keys to the Home (2004)*
- A Strategic Plan to Address Homelessness – *Everyone Has a Home (2007)*
- Housing Policies in the City of Hamilton Official Plan, and
- An affordable housing component in the Human Services Planning Initiative – *The Playbook: A Framework for Human Services Planning in Hamilton (2010)*

The priorities set by HRSDC in each funding cycle have shifted focus over time from emergency responses (SCPI I) to homelessness prevention initiatives, transitional housing, and housing with supports (SCPI II), to a “housing first” approach (HPS). This shift in focus from emergency response to prevention and longer-term forms of housing is mirrored in Hamilton’s Community Plan priorities.

Since 2003 (SCPI 11), 20% of Hamilton's NHI HPS funds has been allocated to the Aboriginal housing and homelessness service community. It is widely accepted that Aboriginal people in Hamilton are disproportionately affected by poverty and homelessness; however, stakeholders expressed concerns that there was little evidence to support the automatic 20% allocation and that there was no evaluative review process in place to assess if this allocation is adequate to address service demands in future funding cycles.

Stakeholders expressed concerns about the effectiveness and quality of decision making of the Community Advisory Board. These comments were not about the CAB members, but rather about the organizational model; specifically:

- service provider representation creates conflict of interest in allocation decisions
- no representation of people with lived experience
- gaps in sector representation (e.g. Corrections)
- lack of reliable evidence to inform decisions
- over-emphasis in rating proposals based on future plans rather than past performance
- inadequate scoring criteria to evaluate proposals
- reliance on anecdotal evidence to rate proposals
- low appetite for turning down proposals
- lack of consensus on whether to “focus funding or sprinkle it around”
- lack of evaluative process for renewing funding other than self-reporting by programs

OVERVIEW OF IMPACTS

As a result of funding under the National Homelessness Initiative (NHI) the support system in place for those experiencing homelessness in the City of Hamilton has been considerably strengthened. NHI/HPS funding has been very useful in addressing the short-term needs of people in Hamilton who are temporarily and episodically homeless or who are precariously housed, as well as addressing the long-term needs of people who are chronically homeless. However, the structural roots of homelessness – income insecurity and the shortage of affordable housing – remain largely unaddressed, despite significant willingness on the part of the municipality to address these issues.

Impacts have been identified in four main areas: Infrastructure; Programs and Services; Administration, Research, and Awareness; and Community Entity¹ Administration and Projects.

INFRASTRUCTURE

Emergency Shelters

IMPACT 1: Shelter occupancy rates have dropped as the number of available shelter beds has increased.

¹ “Community Entity” is the term Service Canada uses to describe the organization designated to administer the HPS program. In Hamilton’s case, it is the City of Hamilton.

- SCPI I funded 84% of the new beds added to the shelter system between 1999 and 2003 – 181 of the 215 added.
- The men's shelter occupancy rate dropped from 153% in 2002 to 90% in 2003; this number remained fairly steady until the rate dropped to 73% in 2008 and then 70% in 2009.

IMPACT 2: There is increased diversity and specialization of services within the shelter system.

- While overall shelter occupancy rates went down, certain populations remained underserved.
- NHI/HPS funded 76% of the new beds added to the shelter system between 2003 and 2010 – 102 of the 134 added; all except 15 of these beds were added to shelters accommodating women, Aboriginal women, victims of abuse, refugees, newcomers, and families.

Transitional Housing and Housing with Supports

IMPACT 3: NHI/HPS funds allowed Hamilton to greatly expand and diversify transitional housing and housing with supports for vulnerable populations.

- Developing transitional housing and housing with supports is a priority in every Community Plan, sometimes with a focus on particular populations, including people with chronic alcoholism, youth, people with mental health issues and concurrent disorders, victims of abuse, and Aboriginal people.
- HPS allocations have been made to address the needs of all of these populations.

IMPACT 4: The increased number of transitional housing units and housing units with support has reduced the pressure on the emergency shelter system.

- Shelter occupancy rates dropped over time as did the number of shelter users staying 42 days or longer.
- While the drop in overall shelter occupancy appears to be a stable trend, the reduction in chronic shelter use may have been a temporary gain.
- The drop in shelter occupancy may be attributed to expansion of transitional housing and housing with supports (NHI/HPS funded about 99 new units) and the increase in services to help people to obtain and maintain stable housing.

Affordable Housing

Despite the importance of housing as a solution to homelessness, permanent RGI housing or affordable market housing is not eligible for funding under the Terms and Conditions of HPS.

Accessibility

IMPACT 5: NHI/HPS funds allowed Hamilton to increase the accessibility of shelters and other buildings providing services and resources to people with disabilities who are homeless or precariously housed.

PROGRAMS AND SERVICES

NHI/HPS funding has allowed Hamilton to offer critically needed programs and services that either would not exist or would exist in greatly reduced form without NHI/HPS funding. There has been a shift in focus from capital project allocations and investments in programs for the general population in the SCPI I and II funding cycles to program and service allocations and investments in diversified, demographic-specific programs in the HPI and HPS funding cycles.

The main programs and services identified as priorities in the various Community Plans are **Housing Support Services** to help individuals find affordable and adequate housing or maintain their housing and **Health Programs and Services**.

Housing Support Services

IMPACT 6: NHI/HPS funds have helped people who are homeless or at-risk find and maintain housing through a variety of programs and services.

- HRSDC's *Investments and Results* analysis reports that HPS funding of housing support services helped 5,478 at-risk people in the City of Hamilton maintain their housing between April 2007 and November 2010. During the same time period, HPS funds supported 18 projects that assisted 803 homeless or precariously housed individuals to move into more stable housing.
- Housing support projects included case management outreach to precariously housed tenants; moving and storage program; emergency loan and grant programs; food security programs; and trusteeship programs.

IMPACT 7: NHI/HPS funding helped to expand, diversify, and strengthen housing programs and services available to vulnerable segments of the population.

- NHI/HPS funds were used to fund services for Aboriginal people, youth, seniors, ex-offenders, individuals with mental health issues and concurrent disorders, refugees, newcomers, and people with disabilities.

Health Programs and Services

IMPACT 8: NHI/HPS funds helped to remove the barriers to health care faced by street-involved people.

- Barriers faced by street-involved people attempting to access physical or mental health services include lack of identification, fear of discrimination, difficulties in arranging transportation and inability to be reached by phone to confirm checkups. HPS funds were provided for ID clinics; outreach, including outreach to precariously housed seniors; on-site health services; transportation; and Aboriginal culture-specific services.
- Other access-related services funded under HPS include coordination of health services and discharge planning.

ADMINISTRATION, RESEARCH, AND AWARENESS

In addition to direct investments in infrastructure and services to clients, investments have been made in:

- HIFIS implementation
- Research
- Education and awareness
- Staff and volunteer training

HIFIS Implementation

The Homeless Individuals and Families Information System (HIFIS) was implemented in all emergency shelters (excluding VAW shelters) by 2005, and SCPI II funded Hamilton Food Share to implement HIFIS. Several organizations expressed frustration with, feeling that it does not provide accurate representations of who is being served or generate useful data for analysis. In its *Submission to the Government of Canada's 2009 Consultations on Federal Housing and Homelessness Investments*, the City of Hamilton noted that HIFIS's usefulness is limited by the software and the limited case management function and suggested that the Federal Government switch to a more flexible software program.

Research

Research was funded by NHI/HPS in two ways: first by specific allocations based on Requests for Proposals (four are listed in the City of Hamilton's Excel spreadsheet) and second on a more informal basis, by directing the Community Entity's administrative allocation into reports and strategic plans such as *Everyone Has a Home*.

Education and Awareness

NHI/HPS funds were allocated to raising awareness about Fetal Alcohol Spectrum Disorder (FASD) and rooming houses. Funds were also directed toward tenant education and tenant outreach programs and the hiring of a Rooming House Coordinator.

Staff and Volunteer Training

SCPI I funded training for shelter staff and second-stage housing staff at Good Shepherd and Mission Services. The Neighbour to Neighbour Centre's Resource Counselling Program received SCPI II and HPI 07-09 funds to train volunteers. Yet while training for staff and volunteers has been identified as a priority in the last two Community Plans, no allocations have been specifically earmarked for this purpose. The City, however, has used its general administrative allocation to conduct a needs assessment and initiate Anti-Racism/Anti-Oppression (ARAO) training. This training has been targeted to staff who serve people experiencing homelessness in Hamilton.

COMMUNITY ENTITY ADMINISTRATION AND PROJECTS

Under HPS, the Community Entity is permitted to access up to 15% of the total funds for administrative purposes; over the last ten years of NHI/HPS funding, the City of Hamilton has accessed 9.4% (\$4.4 million of the \$47 million received). This allocation funds 5.5 full-time employees: a Program Manager, Senior Policy Analyst, Social Policy Analyst, Grants Analyst, Program Secretary, and half of a Financial Assistant. In addition, City staff have from the earliest days of SCPI and subsequent funding iterations provided service planning, community capacity building and community development support to the housing and homelessness sector to optimize the outcomes related to funding and service expansion.

GAPS AND BRIDGES

Service providers in Hamilton speak in glowing terms of the much-needed services and facilities this funding has allowed them to provide. On the other hand, they express deep concerns that all of the progress that Hamilton has made toward building a strong system of supports is threatened by the instability of the funding model. All service providers consulted spoke of prolonged and concerted efforts to procure funds for core services from other sources with little success. The reality is that there are often no other sources of funding for particular programs despite their proven effectiveness and contribution to a continuum of services. Funding coordination aimed at simplifying the transfer of funds into the hands of service providers addressing key community priorities through effective and proven services is an area of development for the human service and housing and homelessness sector.

A number of areas that are within the City's control were identified that could be addressed within the context of the new Housing and Homelessness Planning process. Several stakeholders stated that they experience silos in various City departments and that rules, policy and practice contradictions need to be addressed in order to facilitate more effective partnerships between the City and its community partners. Several stakeholders are already engaged in integrated human service planning with the City and can exercise influence in the way that the needs of vulnerable populations are understood and addressed by the City.

Suggestions were heard about ways to improve the development of the housing and homelessness system, including such concerns as the absence of an evidence-based framework to guide system planning. Other issues raised centred on learning from effective practices in other sectors and jurisdictions, such as the work in the City of Ottawa and exemplary models such as "No Wrong Door"; one-stop access and system navigators; and person-centred planning.

A more deliberate focus on knowledge transfer, particularly in terms of effective practices and alternate service models, is an appropriate role for the many networks to undertake and for the City to support through allocations and staff leadership. A focus on the evaluation of effective practices would help service providers build some consensus on service standards and result in a more consistent quality of service delivery. This area can also be facilitated through the Housing and Homelessness Action Planning process.

Several individuals are also keen to broaden the scope of the housing and homelessness sector to include all those who serve people who are at risk of

homelessness or experiencing homelessness. This includes agencies that have roots in other sectors and funding streams. Examples include Corrections, Disabilities, and Home Support for Seniors. A discussion of new frameworks that are population-based, that are person-centred, or that focus on service continuums, could promote inclusion of multiple service partners currently at the fringe of the housing and homelessness planning discussions.

CONCLUSION

The administration, implementation, and management of the Homelessness Partnering Strategy from the perspective of the City as the system manager and Community Entity and from the perspective of agencies receiving funding has brought extraordinary value to the Hamilton community. Despite growing economic hardship in the City, obvious shortfalls in service capacity, and increasing demands on service, service providers and the City are actively engaged in service planning both at the level of system development and at the local level in partnerships to enhance service delivery.

The remainder of this report provides a context and suggests many areas for discussion and focus for further system development. The degree of collaboration and planning already underway and the strong relationships and good will shared by participants in service planning initiatives are strong predictors for positive system development in the future.

1. METHODOLOGY

1.1 STAKEHOLDER ENGAGEMENT STRATEGY

A Stakeholder Engagement Strategy was developed by the consultants and presented to City staff and then subsequently to the Housing and Homelessness Planning Group for feedback and discussion. The Strategy identified the consultation methodology; the key stakeholder groups to be consulted; and the tools and methods to be used. The Planning Group assisted in segmenting stakeholders based on their different levels of investment in housing and homelessness programs; their level of interest and influence; the degree to which unstable housing or homelessness impacts their lives; and the degree of investment made in housing and homelessness by service providers and agencies. The Planning Group also assisted in determining the appropriate consultation method for each stakeholder type and added contact names and networks that were a priority for this consultation.

In addition to gathering information to inform this initial report related to the Homelessness Partnering Strategy, the Stakeholder Consultation was also designed to yield information for additional analysis of the housing and homelessness service system as a whole.

Purpose of Stakeholder Consultation related to understanding the impacts of the Homelessness Partnering Strategy

- √ To validate assumptions arising from the document review
- √ To describe the impacts of specific interventions funded by the Homelessness Partnering Strategy on the lives of consumers
- √ To describe the value of the Homelessness Partnering Strategy from the perspective of practitioners who have received funding
- √ To describe the relationships between the components of the system that can be directly attributed to Homelessness Partnering Strategy funding
- √ To describe the impact that the Homelessness Partnering Strategy has had on the housing and homelessness service system as a whole

Stakeholder Identification

The aim of the Stakeholder Engagement Strategy was to include all those with an interest in the housing and homelessness system who could be reached in the time available. This included internal and external stakeholders, different types of consumers, HPS-funded agencies, and their program partners. In partnership with City staff the consultants selected a diverse sample of agencies/programs by type of service and by population served; a sample of program participants; HPS agency/program partners; housing and homelessness City staff; and key networks working in the housing and homelessness system.

Key Consultation Themes related to Homelessness Partnering Strategy

1. Types of programs and activities funded by HPS
2. Types of clients served by HPS funded activities
3. How HPS contributed to housing stability for program participants
4. HPS administration, implementation, and reporting

1.2 CONSULTATION METHODS

The consultants recommended a simple consultation using key informant interviews; focus groups; a web-based survey for consumers; and a web-based survey for all other categories of stakeholders. Stakeholder-specific interview tools and focus group guides were developed to explore stakeholder-specific themes in addition to the common themes identified above. This was designed to ensure that priority issues could be understood from all perspectives. The proposed approach was endorsed by City staff and the Housing and Homelessness Planning Group.

For a small sample of interview tools and focus group guides see **Appendix A**.

Consultation Approach

Initial contact with stakeholders identified by City staff was made via an email invitation announcing the consultation and introducing the consultants. This was followed up with phone/email communication by the consultants. Additional contacts were made as the consultation proceeded based on recommendations of key informants, networks, and agencies. In total, 112 individuals were consulted in interviews and focus groups and more than 200 people responded to the survey.

For a full list of the names of individuals consulted during this project, please see **Appendix B**.

Limitations of the Consultation

- √ The consultation had a very tight timeline and was scheduled during the holiday season. Stakeholders identified this time as very busy and were sometimes reluctant to spare time for the consultation
- √ Notice to stakeholders from the City regarding the consultation was given through an email communication, but not until the consultation was already underway, putting pressure on stakeholders and limiting full participation
- √ Agencies were unable to schedule consumer participation in focus groups due to short notice and time constraints, resulting in limited direct contact with consumers.
- √ There was significant variance in the time allocated for focus groups at regularly scheduled network meetings due to short notice and pre-existing meeting agendas. Focus groups ranged from 30 minutes to 2 hours, resulting in uneven participation.

Site Visits and Key Informant Interviews

Seven site visits were scheduled. These were intended to cover a representative selection of agencies, types of projects funded, and types of populations served. Interviews were conducted with senior managers and front-line practitioners in order to understand the impacts of Homelessness Partnering Strategy funding from several different perspectives.

Site Visits

The following agencies/programs received a site visit:

1. Good Shepherd Centres: Family Centre (a shelter serving intact families and refugees)
2. Good Shepherd Centres: Mary's Place (a shelter serving single women)
3. Good Shepherd Centres: Good Shepherd Square (under construction; specifically, the new Mary's Place shelter and Martha's Place, transitional housing for women and children who have experienced abuse)
4. Wesley Urban Ministries: Wesley Youth Housing (transitional housing for youth who have been homeless or who are at risk of becoming homeless)

5. Wesley Urban Ministries: Claremont House (a facility providing emergency and long-term care to individuals who are chronically homeless and alcohol-dependent and who have other physical and mental health issues)
6. Koo gaa da win Manitou Seniors Complex (a facility providing supportive housing to Aboriginal seniors and people with disabilities)
7. St. Matthew's House (a neighbourhood centre serving the needs of families, children, youth, seniors, and individuals living in poverty – the site visit focused on the centre's emergency food program and did not involve interviews)

Focus Groups

The following networks hosted focus groups:

- Street Youth Planning Collaborative
- Affordable Housing Flagship
- Hamilton Executive Directors' Aboriginal Coalition (HEDAC)
- Woman Abuse Working Group (WAWG)
- Corrections Consortium

Additional focus groups were organized by service and/or population type

- Housing supports
- Disabilities
- HPS Community Advisory Board (CAB)
- City of Hamilton Housing and Homelessness Division staff
- Seniors
- Health services and supports
- Consumers and tenants

Focus groups with shelter users were determined to be unnecessary at this time as very recent and reliable data gathered from a large number of focus groups was available. The consultants reviewed a recent report documenting results from focus groups with shelter residents commissioned by HESICC as part of their work on the Blueprint: *System Change: Service User Perspectives on the Homelessness Service System*, July 2010, Suzanne Swanton and Deb Clinton.

Additional interviews were conducted with:

- Jane Conlon and Mark McConkey, MCC Workplace Solutions – regarding their review of the trusteeship programs in Hamilton
- Seven food bank and food service providers
- Amanda DiFalco, Social Policy Analyst, Community Services Department, City of Hamilton

- Jolanta Jason, Grants Analyst, City of Hamilton

Web Survey

A survey was created using Survey Monkey. The survey was designed to be answered both by service providers and consumers, with a separate set of consumer-specific questions embedded in the main design. A link to the web-based survey was distributed by email to over 330 stakeholders based on a master list of stakeholders compiled with support from City staff. Stakeholders were also encouraged to forward the survey to staff, network colleagues, service partners, and program participants as appropriate. As of December 29, there were 214 responses to the survey.

For the text of the web surveys, please see **Appendix C**.

1.3 DOCUMENT REVIEW

An extensive documentation review was conducted, including:

- NHI/HPS Community Plans and related documents;
- City of Hamilton strategic plans and internal documents;
- reports to City Council;
- research reports on housing and homelessness in Hamilton; and
- websites of various organizations serving individuals experiencing homelessness in Hamilton.

For a full list of sources consulted, please see **Appendix D**.

Homelessness Partnering Strategy Agency Close Out Summary reports (collected by the City of Hamilton) for the periods 2004–2009 were also reviewed to build an overall understanding of the agencies that had been funded and the types of services they had provided during the course of several iterations of federal homelessness funding in Hamilton

1.4 LIMITATIONS IN THE AVAILABLE DATA

1.4.1 NHI/HPS Reporting Forms

The primary mechanism for evaluation of the impacts of NHI/HPS funding on Hamilton's housing and homelessness service system is the reporting documents collected by Human Resources and Skills Development Canada (HRSDC). Each successful applicant must complete a series of Project Results Reporting Forms (one presenting the expected results of the project; an "Annual 1" form presenting the interim results; and an "Annual 2" form presenting the final results). The numbers in these reports have been compiled and tabulated by HRSDC in a document titled *Investments and Results* (see Appendix D). The consultants have used these numbers to assess some of the impact of HPS funding in this report; however, this data has limitations that should be noted.

The problems with the data are twofold: first, there are concerns with the raw numbers reported by funded agencies; second, there are concerns with the ways these numbers are processed by HRSDC.

Problems with Reporting

Lack of accuracy. All numbers provided are estimates rather than hard data. One stakeholder noted "We tried to make sure the numbers appeared reasonable, but they're all basically estimates."

Missing information. Not all agencies complete all sections of the reports. The section asking the agency to list other sources of funding is commonly left blank; however, this does not necessarily mean that the agency did not receive other sources of funding.

Lack of detail. The reporting form asks how many people were served over the course of a given program. The number provided by the agency may represent the total number of clients who received services within a given program, or it may represent the specific number of clients who received services within the subset of that program that was funded by HPS. For example, an agency may have three full-time staff members providing settlement services; the salary of one of these employees may be paid by HPS while the salaries of the other two may be covered by other funders. If the agency reports that 200 people received settlement services during the given reporting period, this number may represent the people served by all three staff or just by the HPS-funded staff member.

Staff turnover. Sometimes the person filling out the final report form is different from the person who filled out the interim Annual 1 report form and is different again from the person who initially filled out the expected results form. This can result in different interpretations of questions, which can result in different types of data being provided.

Problems with Process

Lack of consistency and comparability of data. Some stakeholders expressed frustration that the reporting forms changed from one reporting period to the next, so that the types of data that were requested in the expected results form were not the same as the types of data requested in the Annual 1 or final reporting forms. HRSDC would request that the City go back and revise the expected results form so that the answers could be more easily compared. However, the revised data does not provide reliable information.

Comparing expected results reports to final results reports is also difficult, because some final reports request data from the full funding period, whereas others request only the data from the period between the Annual 1 report and the final report.

Lack of accountability in the revision process. After the agency completes its form, City staff read it and suggest revisions to ensure compliance with HRSDC requirements. The agency revises the document and sends it back. The City then forwards the document on to HRSDC, where it is read by the HRSDC City Facilitator for Hamilton and then forwarded on to HRSDC staff two levels up from the City Facilitator. At each level, the documents are often revised; sometimes the changes are tracked and the City (and, via the City, the agency) is notified of the changes and sometimes the changes are not tracked and the City may or may not notice the changes during its review of the documents. HRSDC may send the reports back to the City multiple times; given most agencies' limited administrative resources, at a certain point they stop being open to making changes and the City will simply input the revisions requested by HRSDC. This process leads to inconsistencies and errors in the final versions of documents.

Picking categories is often arbitrary or political. Categories or "Activity Areas" (see Section 2.0 in the reporting forms) are often arbitrarily or subjectively assigned; for example, should "tenant organizing" be classified as "community development" or "housing maintenance"? In other instances, the category is picked to suit a political objective, so that the Government can say that X number of dollars is being spent on a particular priority or population. The agency picks the category; sometimes City staff change this category during their review of the documents; sometimes the HRSDC City

Facilitator changes the category; and sometimes staff at HRSDC headquarters change the category.

1.4.2 Other Data Sources

Some of the same concerns regarding data reporting exist with the Agency Close Out summaries submitted to the City of Hamilton at the completion of each project funded by HPS – specifically, lack of accuracy and lack of detail.

In addition to the direct reports to the federal and municipal governments, a large number of research reports, needs assessments, and strategic plans addressing housing and homelessness in Hamilton have been produced. However, there is little consistent quantitative information about the numbers of beds, units, shelters, etc., in Hamilton contained in these reports. Few documents report the same numbers for the same years, and sometimes the numbers reported are inconsistent even within the same document. For example, the 2003 *Community Plan Assessment* reports on page 11 that the shelter inventory was increased **by** 412 beds during the first SCPI funding cycle; on page 15 it reports that the number of beds/mats increased **to** 412, total; and on page 4 it reports that 348 beds and 75 mats were added to the system – a total of 423 new units.

2. FUNDING AND PLANNING CONTEXT

2.1 OVERVIEW OF FUNDING CONTEXT

The National Homelessness Initiative was introduced in the context of shifting responsibilities within governments for affordable housing and homelessness. The HPS is a major contributor to the overall housing and homelessness system. Much of the responsibility for delivery of this housing and homelessness system has been downloaded to the municipal level.

For the purposes of this report, the Housing and Homelessness System is defined as the network of housing and homelessness programs and services for which the City of Hamilton is accountable. This includes:

- Emergency Shelters (not Violence Against Women Shelters),
- Domiciliary Hostel Program,
- Rent Bank Program,
- Consolidated Homelessness Prevention Program (CHPP),
- Social Housing,
- Canada Ontario Affordable Housing Program (COAHP),
- Residential Rehabilitation Assistance Program (RRAP), and
- Homelessness Partnering Strategy (HPS) Program.

There are also some housing and homelessness programs in Hamilton for which the City is not responsible but which must be recognized as part of the system. These include:

- Violence Against Women (VAW) shelters,
- not-for-profit charities that provide affordable housing, supportive housing, and supported housing, and
- support services funded through various means including the Province of Ontario:
 - the Ministry of Health and Long Term Care,
 - the Local Health Integration Network (LHIN),
 - the Ministry of Children and Youth Services,
 - the Ministry of Community and Social Services, and
 - the Ministry of Community Safety & Correctional Services.

Under the *Social Assistance Reform Act* (1997), the City of Hamilton is the Service System Manager for Homelessness with responsibility for planning and administration of homelessness program funded by the Province. The Provincial programs include Emergency Shelters, Domiciliary Hostels, Eviction Prevention Utility Arrears Program, and the Consolidated Homelessness Prevention Program (CHPP).

Similarly, under the *Social Housing Reform Act* (2000), the City is the Service System Manager for Housing with responsibility for planning and administration of housing programs which were previously funded by the Province. In this case, however, the municipality is also responsible for funding existing social housing. The Province, usually with contributions from the Federal Government, provides capital funding for new affordable housing.

Funding Overview

A brief overview of each of the program components of the Housing and Homelessness Service System is provided here. A more detailed analysis of the system will be provided in a later report.

Emergency Shelters (not Violence Against Women Shelters)

Until recently, emergency shelters in Hamilton were funded on an 80/20 cost-shared basis by the Ministry of Community and Social Services (MCSS) and the City. These costs are now being uploaded to the Province over a ten-year period. In 2011, the split is 81.3/18.7. The “per diem” system allocates funding for each person staying overnight in an emergency shelter bed. In 2011, the per diem is \$43. Since occupancy rates fluctuate, the per diem approach to funding does not recognize certain fixed costs and can create operational problems for shelter operators.

Under the *Ontario Works Act* (1997), the per diem only covers the basic provision of shelter, food, and minimal supervision, along with appropriate administration costs. Personal supports that help people staying in emergency shelters to access housing and move back into the community are not normally included in the per diem funding. In a provincial audit in 2001 Hamilton was found to be non-compliant with the *Ontario Works Act*, as it was funding personal support services under Emergency Shelter Services. The City subsequently appealed to the province for permission to use surplus funds in the Domiciliary Hostel program to pay for personal support services.

The per diem is intended to cover the cost of ongoing operations only and does not meet capital costs of development of new shelters or major repairs and improvements.

The Domiciliary Hostel Program

As part of the continuum of affordable housing options in the City of Hamilton, Residential Care Facilities (RCFs), provide shelter and care for seniors and people with developmental disabilities, mental health issues, and acquired brain injuries. There are 90 licensed Residential Care Facilities in Hamilton for a total of 3,047 licensed beds. Under the Domiciliary Hostel Program the City of Hamilton has service agreements with 62 RCFs to provide shelter and care in 1,035 subsidized beds. The Domiciliary Program is cost-shared 80/20 between the Ministry of Community and Social Services (MCSS) and the City. The annual budget for subsidies and administration is \$7.3 million. The City has just initiated a review of the Domiciliary Hostel Program.

The Consolidated Homelessness Prevention Program (CHPP)

Since 1999, the City of Hamilton has administered five homelessness and prevention programs to assist people who are homeless or at-risk of homelessness (including those who are chronically hard-to-house). The programs were collectively known as “provincial homelessness programs,” some of which were 100% provincially funded:

- Provincial Homelessness Initiatives Fund (PHIF)
- Supports to Daily Living (SDL)
- Community Partners Program (CPP)

In addition, there were two programs that were cost shared 80/20 with the province:

- The Emergency Hostel Redirection Initiative (EHRI)
- Off the Street, Into Shelter (OSIS)

In 2006, the five provincial homelessness programs were amalgamated into the Consolidated Homelessness Prevention Program (CHPP).

Through the administration of CHPP, the City supports the development of a seamless program of support services to connect people to community resources and to assist households experiencing or at risk of homelessness to find and maintain stable housing:

- **Prevention initiatives** support households to retain permanent accommodation. Through these services, households at risk of losing their housing are stabilized and assisted to avoid becoming homeless.
- **Emergency relief and support services** address those sleeping in temporary (or unstable) accommodation. Relief services aim to protect individuals or families experiencing homelessness from immediate harm and assist households to access available temporary and permanent accommodation. Households may be helped to connect with the mainstream system of community services, develop personal and social resources, and may receive services to support finding and maintaining longer-term accommodation.

Social Housing

As a result of the downloading of social housing under the *Social Housing Reform Act*, the City of Hamilton is the “Service System Manager” responsible for funding and administration of 14,066 social housing units originally funded by the Province of Ontario, including 7025 units owned and administered by CityHousing Hamilton. The City is also responsible for administration of the centralized waiting list for subsidized rent-gear-to-income (RGI) housing units; of the 14,066 social housing units, 10,000 are RGI units. There are currently more than 5,000 households on the waiting list for RGI housing in Hamilton.

Affordable Housing Program

Since the mid 1990’s the federal and provincial governments no longer fund social housing in the way they did previously with 100% capital financing and ongoing subsidies to make the housing affordable to people with a range of incomes. The “Affordable Housing Programs” funded by the federal and provincial governments in recent years provide a predetermined capital grant and require the developer to access other resources, including equity, charitable donations, debt financing, and assistance from other governments to achieve rents that are slightly below market levels.

Under the Canada Ontario Affordable Housing Program (COAHP), a capital funding allocation is made to the City, which can be used for a combination of capital grants to assist the development of new rental housing; Housing Allowances to address affordability for households unable to pay market rents; and homeownership initiatives to open up homeownership options for lower income households.

Rent Bank Program

The City of Hamilton administers the Provincial Rent Bank Program, which is funded by the Province of Ontario through the Ministry of Municipal Affairs and Housing as part of the Provincial Poverty Reduction Strategy. The MMAH allocated \$226,648 to the City for the fiscal year April 1, 2009 to March 31, 2010.

Under the program, tenants facing eviction for non-payment of rent can apply to the local rent bank to receive financial assistance. If a tenant’s application is approved, the outstanding rent is paid directly to the landlord on behalf of the tenant. In Hamilton, the Rent Bank program is delivered by the Housing Help Centre.

The Province allows each municipality some flexibility to set local rules that will reflect the unique needs of their communities. In 2010, the City of Hamilton changed the program from a loan to a grant to alleviate the burden on families who are already facing financial hardships.

In 2004, the Ministry of Community and Social Services introduced reforms to social assistance programs which included the expansion of eligibility criteria for the Community Start-Up and Maintenance Benefit to include payment of utility arrears or to prevent eviction for Ontario Works (OW) participants. The City of Hamilton also offers such support to low-income households not in receipt of OW.

Recipients of Ontario Works (OW) or Ontario Disability Support Program (ODSP) must first use or be denied Community Start-Up and Maintenance Benefits (CSUMB) before accessing Rent Bank Funding for assistance with rental arrears.

Residential Rehabilitation Assistance Program (RRAP)

The City of Hamilton administers the federally funded Residential Rehabilitation Assistance Program (RRAP), which is intended to provide funding to improve the physical condition of existing housing. The program has a number of components, including:

- Homeowner RRAP – offers financial assistance to low-income households that own and occupy substandard housing to enable them to repair their dwellings to a minimum level of health and safety, (up to \$16,000 per home).
- Rental RRAP – provides landlords of affordable housing with funds to pay for mandatory repairs to self-contained units occupied by low-income tenants, (up to \$24,000 per rental unit).
- Rooming House RRAP – provides funds to owners of rooming houses with rents affordable to low-income individuals (up to \$16,000 for each rooming house bed unit).
- RRAP for Conversions – provides financial assistance to property owners to convert commercial or industrial buildings into affordable housing (up to \$24,000 per self-contained unit).
- RRAP for Secondary Units/Garden Suites – provides financial assistance to property owners to create a secondary unit/garden suite from suitable single-family dwellings through development or conversion (up to \$24,000 per unit).

In addition to the RRAP programs administered by the City, two programs are administered directly by Canada Mortgage and Housing Corporation:

- RRAP for Persons with Disabilities (RRAP-D) – provides funds to allow homeowners and landlords to pay for modifications to make their property more

accessible to persons with disabilities (up to \$16,000 for homeowners and \$24,000 for landlords)

- Home Adaptations for Seniors' Independence (HASI) – provides funds to homeowners and landlords to pay for minor home adaptations to extend the time low-income seniors can live in their homes independently (up to \$3,500 per unit).

Supportive Housing

Supportive housing is an essential element of the affordable housing and homelessness continuum. For those who have experienced difficulty in sustaining housing due to mental health issues, addictions, a developmental disability, or a physical impairment or disability, supportive housing can be very important. The ultimate goal of this type of housing is to give necessary support to help individuals achieve a lifestyle of greater autonomy, dignity, and independence.

Although municipalities have from time to time been able to provide funding to develop the needed housing, service providers are not always able to access the support funding needed to ensure that people are able to continue to live independently in the community. This funding is provided by various provincial ministries, including:

- Ministry of Health and Long Term Care (people living with mental illness, seniors, people with disabilities, people with an acquired brain injury)
- Ministry of Community and Social Services (second stage housing for women who have experienced violence and their children)
- Ministry of Community Safety and Correctional Services (people who have experience with the justice system)

Violence Against Women (VAW)

In Ontario, Violence Against Women services have been funded directly by the Ministry of Community and Social Services while other services to address homelessness have been funded through municipalities and cost-shared with the Province. This has meant that planning and program development have taken place separately and that the needs of VAW were often left to the province to resolve.

Aboriginal Homelessness Funding

Hamilton's Aboriginal community receives funding from the HPS Aboriginal Communities program and since 2003 (SCPI II) the City of Hamilton has allocated 20% of its Designated Community funds to Aboriginal-specific projects. The decisions regarding which projects to fund are made by the Hamilton Executive Directors' Aboriginal Coalition (HEDAC) rather than the Community Advisory Board (CAB). For more information on this, please see 2.6 HPS Aboriginal-Specific Funding, below.

2.2 OVERVIEW OF POLICY CONTEXT

The City of Hamilton has embraced its responsibilities as Service System Manager with the establishment of a series of strategies and plans, including:

- A Housing Strategy for Hamilton – *Keys to the Home* (2004)
- A Strategic Plan to Address Homelessness – *Everyone Has a Home* (2007)
- Housing Policies in the City of Hamilton Official Plan , and
- An affordable housing component in the Human Services Plan – *The Playbook: A Framework for Human Services Planning in Hamilton* (2010)

The City is also involved in significant collaborations with a range of community stakeholders.

Keys to the Home: A Housing Strategy for Hamilton

City Council approved *Keys to the Home: A Housing Strategy for Hamilton* and its 24 recommendations in November 2004. *Keys* provided a policy context and clear directions for City Council in housing matters. It identified major housing issues and trends in Hamilton, and presented strategic recommendations on how to move housing forward. *Keys to the Home* emphasized that co-ordination and collaboration is needed between areas responsible for the continuum of housing from homelessness to affordable homeownership.

An important function of *Keys to the Home* was to identify housing issues and concerns as focused input into other City of Hamilton corporate initiatives, such as:

- *The Playbook: A Framework for Human Services Planning in Hamilton* – affordable housing component
- *Everyone Has a Home: A Strategic Plan to Address Homelessness*
- City of Hamilton Official Plan (OP) – housing policies

In November 2010 the Province introduced a Long-Term Affordable Housing Strategy that will further download responsibility for affordable housing to the municipal Service Manager level. The LTAHS includes measures that are similar to the way in which federal homelessness funding is administered, including a 10-year community plan and increased flexibility to use federal and provincial housing funding to respond to locally defined needs and priorities.

City of Hamilton's Strategic Plan to Address Homelessness

Everyone Has a Home: a Strategic Plan to Address Homelessness was approved by City Council on March 21, 2007 as the City of Hamilton's three-year plan to address homelessness. The Strategic Plan was developed in consultation with service providers,

advocates, City staff, and people experiencing homelessness. The shared aspiration is “Hamilton is a community where everyone has a home.” The Plan identifies several high-level outcomes that provide a valuable method to focus the community’s efforts:

- The entire community is engaged to address homelessness;
- A continuum of affordable housing that helps residents to achieve their potential;
- Increased supports to help people obtain and maintain housing;
- Access to adequate income; and
- Efficient and effective use of community resources.

Thirty-six (36) strategies were identified to help achieve these results.

City of Hamilton’s Human Services Plan

The City of Hamilton is currently developing an integrated Human Services Plan to provide the overarching framework for the development of other supporting documents such as the Community Infrastructure Plan and the Affordable Housing Strategy. It will also inform the implementation of already completed master plans, or inform the development of master plans currently underway or forthcoming. An immigration strategy and a social inclusion policy are potential initiatives. Through the integrated Human Services Plan, the City has an opportunity to shape a progressive vision that directs investments in human services such as affordable housing and homelessness, employment and income programs, and early childhood services.

2.3 OVERVIEW OF NHI/HPS FUNDING

On December 17, 1999, the federal government announced the launch of its National Homelessness Initiative (NHI) and its associated community funding strategy, the Supporting Communities Partnership Initiative (SCPI). The Terms and Conditions required that each designated community create a Community Plan to articulate the funding assets, gaps, and priorities within its housing and homelessness service system; however, the Government permitted immediate funding of “Urgent Need Projects” while the *Plan* was in development (*SCPI Community Guide*, 2000, p. 25).

In 2006, the program was renamed the Homelessness Partnering Strategy (HPS) and the funding strategy was renamed the Homelessness Partnering Initiative (HPI). In 2009, the name of the funding strategy was changed to be the same as the name of the overall program – HPS. Over the course of ten years and four funding cycles, Hamilton has received \$47,080,460 million. Of this, \$42,619,127 million was allocated to 160 community-based projects and \$4,461,333 million was used to cover staff salaries and administrative costs and fund a variety of ad hoc projects (including research reports,

training initiatives, and system planning initiatives). As the Community Entity in charge of administering the HPS allocation, the City is permitted to take 15%; however, the \$4.4 million represents 9.4%.

TABLE 2.1 NHI/HPS-Funded Projects in Hamilton

#	Name of Initiative	Funding Cycle	Amount Hamilton Received	Number of Projects Funded
1	SCPI I – Urgent Needs	2000–2001	\$2,042,527	19
	SCPI I	2000–2003	\$11,114,465	47
2	SCPI II	2003–2006	\$15,215,359	38
	SCPI II extension	2006–2007		
3	HPI	2007–2009	\$8,926,170	31
4	HPS	2009–2011	\$5,320,606	25
	TOTAL	2000–2011	\$42,619,127	160

Source: City of Hamilton’s Excel spreadsheet document HPS Funding Allocations 2000–2011

The types of projects funded and the ways in which they have strengthened the housing and homelessness system in Hamilton are discussed in Section 3: Overview of Impacts. The gaps that remain in the overall system and recommendations for addressing those gaps will be discussed in a subsequent report (Deliverable 3).

2.4 FEDERAL AND COMMUNITY PLAN PRIORITIES, 2000–2011

Along with each new funding cycle, Human Resources and Skills Development Canada (HRSDC) issues Reference Guides intended to assist Community Entities with the preparation of their Community Plans. The Guides articulate the Federal Government’s priorities and indicate which types of projects will be eligible for funding. Guides have been issued for each round of funding except for HPS 2009–2011, which was simply an extension of HPI 2007–2009; during this round, Community Entities updated their 2007–2009 Community Plans rather than developing new ones.

See **Appendix E** for lists of HRSDC Reference Guide priorities and Hamilton’s Community Plan priorities for each round of funding.

2.4.1 Systemic versus Immediate Goals

Hamilton’s first Community Plan was written twice: In its first iteration, it addressed systemic as well as immediate goals. Systemic goals included the need to increase “the shelter portion of social assistance rates [to] reflect actual vacant market rents” and the need to “protect and develop safe, secure, affordable, adequate, accessible, and permanent housing stock” (*Community Action Plan*, 2000, p. ii).

The Plan's second iteration, issued as an "Addendum," included "only those assets and gaps that can be addressed through SCPI" (*An Addendum to The Community Action Plan*, 2001, p. 4) Social assistance rates, affordable housing, and other systemic concerns were removed from the list of priorities.

The tension between systemic goals and immediate goals is ongoing. The SCPI II Reference Guide directed that Community Plans should not be tailored exclusively to federal funding criteria, but should also serve as a resource to the community, "identify[ing] a comprehensive range of actions necessary to address the reduction and prevention of homelessness, regardless of where the funding may come from, including those activities that are not eligible for federal funding under SCPI" (p. 3).

Hamilton's SCPI II Community Plan followed the funding-focused model of the SCPI I Addendum, but added *The Homelessness Continuum* report as an appendix to the Plan, reviving the recommendations for advocacy on issues of income security and the systemic goal of increasing affordable housing stock. SCPI funds were also used to create the strategic plan *Everyone Has a Home*, a report that includes systemic objectives. *Everyone Has a Home* was adopted by City Council to be the City of Hamilton's service system plan for homelessness from 2007 to March 2010. While the HPI 2007–2009 and HPS 2009–2011 Plans do not include ineligible activities, they both list implementation of *Everyone Has a Home* as a priority.

2.4.2 Changes in Priorities

Each new iteration of federal homelessness funding emphasizes a new set of priorities for Community Entities to keep in mind when preparing their Community Plans. Each of the three Reference Guides corresponding to the four rounds of federal funding (SCPI I, SCPI II, and HPI 07-09 – extended into HPS 09-11) has shifted its focus further along the homelessness-to-housing continuum. **Table 2.2** below illustrates the City of Hamilton's vision of this continuum.

TABLE 2.2

Continuum of Homelessness and Housing Options					
<ul style="list-style-type: none"> • Homeless • Living on the street • Squatting • Couch surfing • Emergency shelters • Out of the Cold program • In hospital 	<ul style="list-style-type: none"> • Transitional housing • Supportive/ supported housing • Rooming houses • Residential care facilities • Second stage housing 	<ul style="list-style-type: none"> • Rent geared to Income (RGI) • Rent supplements 	<ul style="list-style-type: none"> • Housing allowance • Affordable home ownership • 20% below market rent 		
Emergency Shelters	Transitional Housing	Housing with Supports	Social Housing	Market Rental	Affordable Home Ownership

Source: *On Any Given Night, 2010, p. 4.*

The 2000–2003 SCPI Reference Guide emphasized strengthening the emergency shelter system and meeting the immediate needs of individuals experiencing homelessness; priorities included “providing sufficient shelters and adequate support systems,” “help[ing] individuals move from homelessness to self-sufficiency,” “alleviat[ing] the hardship of those who are absolutely homeless,” and “strengthen[ing] the capacity of communities to serve homeless people and reduce homelessness” (p. 6).

The 2003–2006 Reference Guide shifted “the focus from emergency homelessness responses” to “the next steps in the continuum-of-supports,” highlighting the need to “move more individuals and families into stable living environments with access to the transitional and supportive services and supports” and “prevent those at-risk from falling into homelessness” (pp. 1–2).

The 2007–2009 HPS Reference Guide (which also covered the 2009–2011 extension) emphasized a “‘housing first’ approach” (p. 3) and mandated that:

- a. at the national level, 65% of all HPI funding be directed to transitional, supportive and other forms of long-term housing facilities and services, and
- b. at the community level, a maximum of 25% of a community’s HPI allocation be directed to capital investments in emergency facilities. (p. 4)

However, this “housing first” approach is limited, given that affordable housing projects are not eligible for HPS funding. This means that HPS funds can only be used to cover the first half of the continuum illustrated in **Table 2.2**. (See Section 4.1 for further discussion of this funding gap.)

This shift in focus from emergency response to prevention and longer-term forms of housing is mirrored in Hamilton’s Community Plan priorities. The first Community Plan

emphasized outreach services and the addition of new shelter beds and new shelters, while subsequent Community Plans emphasized prevention initiatives, housing stabilization programs, and increasing the number of available units in transitional housing and housing with supports. (See Section 3 for further details.)

The second shift in focus from the SCPI I Reference Guide to the HPS Reference Guide is one that moves from a person-centred approach to a systems and process-focused approach.

The SCPI I Guide emphasized “alleviat[ing] hardship of those who are absolutely homeless” and “improv[ing] the social, health, and economic well-being of people who are homeless,” while subsequent Guides emphasized “identify[ing] partnership opportunities and build[ing] community capacity,” “mak[ing] the best possible use of scarce resources by reducing overlap and duplication,” “develop[ing] communications strategies,” “evaluat[ing] progress,” “identify[ing] other sources of funding,” “engag[ing] provincial / territorial / other government departments and communities,” and “strengthening accountability and measurement” (*The Guide to Community Plan Updates for the National Homelessness Initiative*, 2003, pp. 2, 5; *Community Plan 2007–2009 Homelessness Partnering Strategy Reference Guide*, August 31, 2007, p. 3).

All of the City of Hamilton’s Community Plans, however, maintained a consistent balance of capacity-building initiatives (research, education, and awareness projects) and person-centred services and supports designed to meet the needs of individuals experiencing homelessness or at risk of homelessness. (See Section 3 for a detailed discussion of projects funded under various rounds of NHI/HPS funding and see Appendix E for lists of Community Plan priorities.)

2.5 COMMUNITY ADVISORY BOARD (CAB)

The Community Advisory Board reviews the HPS applications and, guided by the priorities outlined in the current Community Plan, advises the Community Entity (the City of Hamilton) on which applicants should receive funding. The CAB is comprised of community volunteers – citizens and service providers who are familiar with the housing and homelessness service system in Hamilton – with input from staff members from all three levels of government (the federal and provincial representatives are ex officio members and the municipal representatives attend to provide support).²

² For the current list of CAB voting members, ex officio members, and staff supports, please see www.hamilton.ca/HealthandSocialServices/SocialServices/Homelessness/HPI-CAB.htm.

During the consultations, many stakeholders raised concerns about the effectiveness and quality of decision making of the Community Advisory Board. All concerns related to the model itself and were not in any way critical of the members of CAB. These issues provide guidance on further development of the CAB and the supports it needs from the City to maintain high performance.

Concerns regarding the membership were the lack of representation of people with lived experience and gaps in representation of particular sectors (e.g. corrections). One specific concern was that, although CAB includes community representatives with expertise in a variety of areas, these individuals are often service providers who must recuse themselves due to a conflict of interest during allocation decisions that relate to their own agencies or areas of service provision. As a result, funding decisions can be made without the input of individuals who have current knowledge of particular gaps and needs in the system. A proposed solution to the latter problem was to increase support to CAB members; for example, by providing a “staff buddy” for each CAB member. The *Community Advisory Board (SCPI) Evaluation* prepared in 2003 made a similar recommendation that the CAB should “identify key resource persons (community-based, expert, consumer) from the broader community willing to ‘advise’ the CAB, on an as-requested basis. These ‘key resources’ would not be actual members of the CAB but act as resources to it, sharing their perspectives, expertise, experience, etc. thereby helping to inform and guide the CAB’s work” (p. 3).

Specific concerns regarding allocations decisions were the lack of reliable evidence to inform decisions; too much emphasis on rating proposals on future plans rather than past performance; inadequate scoring criteria to evaluate proposals; reliance on anecdotal evidence to rate proposals; low appetite for turning down proposals; no consensus on whether to “focus funding or sprinkle it around”; and no evaluative process for renewing funding other than self-reporting by programs. The *Community Advisory Board (SCPI) Evaluation* prepared in 2003 also recognized that “reliable, valid, evidence-based research is critical to the CAB’s decision-making regarding funding projects” (p. 5) and made a number of recommendations to increase CAB members’ access to reliable sets of data; however, these do not appear to have been implemented.

2.6 HPS ABORIGINAL-SPECIFIC FUNDING

From 1999 onward, Service Canada has provided direct access to HPS funding to the Aboriginal community in Hamilton through the HPS Aboriginal Communities stream of funding (originally called the Urban Aboriginal Strategy under NHI) . The Social Planning and Research Council (SPRC) currently serves as the Community Entity and

the Hamilton Executive Directors' Aboriginal Coalition (HEDAC) determines the funding allocations using a consensus model of service planning and drawing on inputs from annual check-ins with the Aboriginal community. While the HPS Aboriginal Communities funds have helped to address unmet needs within the Aboriginal community, the funding is not at the level needed to develop capital projects or address larger community objectives identified as priorities by HEDAC.

While it is not a large proportion of Hamilton's overall population (about 1.3%), the Aboriginal community is disproportionately affected by homelessness. Data on the ethnicity of individuals experiencing homelessness is hard to gather, since it relies on subjective assessments. However, in 2001 service providers in Hamilton estimated that approximately 20% of their client population was Aboriginal (HEDAC, *The Homelessness Trail*, 2001, p. 15). Aboriginal people are also disproportionately affected by poverty; a Canadian Council on Social Development report titled *Urban Poverty in Canada: A Statistical Profile* (2000) found that the poverty rate for Aboriginal people in Hamilton was 52% (ctd. in *The Homelessness Trail*, 2001, p. 15). These statistics, along with direct observations of the community's needs and dissatisfaction with the priorities set in Hamilton's original Community Plan, inspired the Aboriginal community to push for increased funding for Aboriginal-specific services.

The HRSDC Reference Guide for the SCPI II round of funding (2003) noted that "funding for homeless or at-risk Aboriginal people and youth should reflect the demographics of the homeless community (e.g. if approximately 30% of the homeless population is Aboriginal, a proportionate amount of the funding should be focussed on addressing those needs)" (p. 12).

Beginning in 2003, the City and CAB agreed to allocate 20% of the total mainstream Designated Community HPS funding envelope to the Aboriginal community. During the community consultation many stakeholders acknowledged the unique needs of Aboriginal people experiencing homelessness, but expressed concern that the allocation of 20% was not based on reliable data.

This is a sensitive and complex issue that requires significant growth in research and planning capacity which is still in the early stages of development. The challenge for the City and CAB is collecting and monitoring client data trends and understanding the intersection of issues faced by the many groups within the homeless population to enable the development of funding models that are equitable and which will be accepted within the wider service provider community.

Proportional distribution of funds based on demographics provides a compelling basis for funding allocations when only one or two groups are included in the analysis (e.g. Aboriginal people and youth, as per HRSDC's Reference Guide). If the proportional funding model were to be applied to all identified priority groups, the numbers would cease to make sense – for example, if 20% of the homeless population is Aboriginal, and 30% is women, and 60% is single men, and 30% is ex-offenders, and 10% is youth, and 10% is seniors, and 30% is individuals experiencing mental health issues, and 30% is individuals who have addictions,³ then the numbers simply stop adding up. An equitable model for proportional distribution involving multiple populations would need to recognize that people may belong to more than one population group, and that even within these groups, there are subsets that experience different barriers based on ethnicity, sexual orientation, gender, and ability.

A further concern with using a proportional funding model to make decisions is that groups who may represent a small proportion of the population but who have significant unmet needs – for example, individuals with physical disabilities – could end up not receiving the funds required to provide them with access to needed programs and services.

While it is a critical part of the planning process to identify segments of the population who are especially vulnerable and to ensure that their particular needs are being met, it is important to make funding decisions based on analysis that takes into account the whole spectrum of assets, services, gaps and needs and uses evidence-based planning procedures. (See Section 2.5 for further recommendations regarding Hamilton's funding allocation process.)

³ These numbers are hypothetical and are used here simply to illustrate the point.

3. OVERVIEW OF IMPACTS

When Supporting Communities Partnership Initiative (SCPI) funding was announced as part of the National Homelessness Initiative (NHI) in December 1999, the City of Hamilton was experiencing what it called a “crisis” in homelessness (*Community Action Plan*, 2000). Ten years later, the support system in place for those experiencing homelessness has been considerably strengthened. NHI/HPS funding has been very useful in addressing the short-term needs of people in Hamilton who are temporarily and episodically homeless or who are precariously housed, as well as addressing the long-term needs of people who are chronically homeless. However, the structural roots of homelessness – income insecurity and the shortage of affordable housing – remain largely unaddressed, despite significant municipal will to address these issues.

The analysis below focuses on the impacts of NHI/HPS funding on the housing and homelessness service system in Hamilton and on the clients it works to serve.

3.1 INFRASTRUCTURE

The 2000 *Community Action Plan* and its SCPI-focused *Addendum* were written in response to an overall crisis within the housing and homelessness system in Hamilton. The priorities these plans identified – for example, “Shelters are over-extended and under-funded” and “Create food security” – took a broad systems perspective and envisioned allocating funds as widely as possible to strengthen the foundations of the housing and homelessness service system in Hamilton.

“In Phase Two [of SCPI],” the 2003–2006 Community Plan notes, “our plan shifts focus away from emergency response (e.g. shelters) and towards proactive prevention and intervention,” including the building of housing with supports.⁴ This *Plan* narrowed its focus to particular gaps in available assets and resources to recommend, for example, prioritizing the creation of a Family Shelter and a “long-term supportive housing program for homeless individuals with chronic addictions and mental health issues.”

⁴ The term “housing with supports” is used to include both “supportive housing” (where the supports provided are location-based) and “supported housing” (where the supports provided are specific to the person, not the location).

The 2007–2009 and 2009–2011 Community Plans continued to prioritize transitional housing and housing with supports rather than shelters, but placed more emphasis on programs and services than on infrastructure (see 3.2 Programs and Services).

While NHI/HPS funds have been instrumental in expanding the capacity and improving the quality of the emergency shelter facilities in Hamilton, the systemic issues of inadequate income and lack of affordable housing continue to drive the problem of homelessness. A comment from a shelter user best sums up the trap that inadequate income imposes on people: “I’m getting the bare minimum on OW and by the time I pay my rent (room), I’ve got \$155 a month and that’s it. If it wasn’t for the free meal tickets that I can pick up, the food banks, and this (Out of the Cold) I’d have lost my ability to feed myself back around the tenth of the month.” (qtd. in *System Change: Service User Perspectives on the Homelessness Service System*, July 2010, p. 16)

Service providers almost unanimously identified the shortage of affordable housing, the generally poor quality of available market rent housing, and the limited options for their clients as the most pressing system issues. In several focus groups providers said that OW shelter allowances frequently lead people to rooming houses as the only choice available; however, this type of housing, in which close living with shared kitchens and bathrooms is the norm, presents social negotiation challenges that many of their clients are unable to manage.

3.1.1 Emergency Shelters

Addressing the underfunding and overextension of the shelter system in Hamilton was identified as the first priority in the 2000 Community Action Plan. Specific facility objectives included the need to establish a shelter that could accommodate intact families and the need to renovate or replace the Native Women’s Centre. Both of these goals were accomplished with start-up capital from SCPI.

The 2000–2003 Community Plan called for more shelter beds, but it also called for a “needs-assessment of the shelter system that identifies systemic barriers and unmet needs among the populations being served, determines if new shelters are needed and for what populations, and recommends needed expansions or modifications to staffing and physical capacity.”

This research was completed in August 2001; the *Emergency Shelter Gaps Analysis* (pp. 31, 47) concluded that no additional shelter beds were needed at the main emergency shelters that primarily served single men – Mission Services Men’s Residence, Good Shepherd Men’s Centre, Salvation Army Men’s Residence, and the Wesley Urban Ministries Drop-In Centre – however, Mission Services, Good Shepherd,

and the Salvation Army would use SCPI funds to add another 93 beds to their facilities before the end of 2003 (see **Table 3.1**, below). The *Emergency Shelter Gaps Analysis* did recommend that more shelter beds and transitional housing units needed to be added to the system that would address “the needs of youth, the elderly, those with medical needs, women and families leaving abusive relationships , and the needs of Aboriginal and immigrant and refugee communities” (p. 48).

These recommendations, made in August 2001, may have come too late for the SCPI I allocation process; many more beds than were necessary were added to the men’s emergency shelter system. With the addition of new beds, the occupancy rate dropped, reaching a low of 70% in 2009. (*On Any Given Night*, 2010, p. 7) An ideal occupancy target for emergency shelter should be closer to 100%; a higher rate means overcrowding and a lower rate means an inefficient use of resources. The City of Hamilton has a target of about 90% in order to balance per diem income, costs and ensure enough capacity to accommodate unforeseen need at any given time. The SCPI II Community Plan prioritized the diversification of the shelter and housing with supports system. (See Outcome 2 in this section, below, and see also Section 3.1.2 Transitional Housing and Housing with Supports.)

Since 2003, the overall trend within the shelter system has been a decrease in the number of beds, primarily those for single men, in response to the low occupancy rates. Between 2003 and 2007, the Salvation Army Booth Centre reduced the number of beds it offers from 113 to 97, Mission Services’ Men’s Residence reduced the number of beds from 72 to 58,⁵ and the Wesley Youth Shelter closed down, removing 15 beds from the system. In fall 2010, the Hamilton Out of the Cold Program stopped offering overnight shelter at its host churches. While not technically part of the shelter system (overnights stays in churches offering the OOTC program are not counted by HIFIS), the Out of the Cold Program offered around 40 mats to people seeking shelter between November and March each year. (Out of the Cold still offers a meal program, however, and has experienced an increase in demand for this service.)⁶

Between 2007 and 2009, the City of Hamilton, in collaboration with emergency shelter staff, developed a *Blueprint for Emergency Shelter Services* to address the funding shortfalls associated with the decreasing occupancy rate.⁷ One key recommendation of

⁵ See Table C.1, Community Asset Inventory, in *Community Plan 2007–2009 Homelessness Partnering Strategy Data Tools*, revised August 1, 2008, p. 11.

⁶ Communication with Brian Kreps, December 23, 2010 and Molly Elliott, January 31, 2011.

⁷ Since emergency shelters are funded on a per diem basis (\$41.60 per bed, with 20% provided by the City and 80% provided by the province- see note on comments page re per diem increase and 20/80 shift), when beds are not occupied, shelters are not remunerated. However, overhead and staffing costs remain stable, leading to funding shortfalls that take funds away from other programs. In addition to

this Blueprint was that one of Hamilton's shelters be closed; a subsequent Report to Council on the implementation of the Blueprint advised that the Emergency Hostel Purchase of Service Agreement with the Wesley Centre be terminated. On July 31, 2010, the Wesley Centre closed its shelter program, removing 55 mats from the system.⁸ The Centre continues to offer a daytime drop-in.

A small number of service providers and consumers commented on this decision. Although there was general agreement that the transfer of funds to transitional housing was needed, there was some anxiety that the flexibility in the shelter system had been compromised by this "so-called efficiency." Seasonal fluctuations and the growing impact of the economic downturn of the past few years were cited as evidence for maintaining responsive capacity in the shelter system. The Wesley Centre was known as the one shelter that would accommodate individuals who were intoxicated or under the influence; when it closed, other shelters committed to accepting these clients. However, consumers and some service providers expressed concerns that people with alcohol dependencies are now choosing to sleep outside rather than go to these other shelters.

IMPACT 1: Shelter occupancy rates have dropped as the number of available shelter beds has increased.

In 1999 and the early 2000s, occupancy rates for the emergency shelters for men were consistently greater than 100%. Usage peaked in 2002 at 153% of available capacity (*On Any Given Night*, 2010, p. 7).

Between 1999 and 2003, the total number of emergency shelter beds available in Hamilton almost doubled, from 243 to 458. SCPI I funded 84% of the new beds – 181 of the 215 added.⁹

identifying an immediate need to close a shelter, the Blueprint also articulated the systemic goal of changing this funding strategy. (*Blueprint for Emergency Shelter Services* (CS09015), April 2009, pp. 2, 4)

⁸ City of Hamilton, Community Services Department, Social Housing and Homelessness Division, Implementation Strategy for the Blueprint for Emergency Shelter Services (CS09015(b), March 24, 2010.

⁹ The number of shelter beds in Hamilton in any given year, and the number added to the system under any given cycle of NHI/HPS funding, is difficult to assess. Each source lists a different number. The numbers given here were derived by tabulating the number of beds reported for each shelter and then adding them up. Other reports give different figures expressing the total number of beds in the system or the total number of beds added in any given year, but, where they have not provided a detailed breakdown of these numbers, the numbers have been ignored. (These numbers are often inconsistent even within the same document. For example, the 2003 *Community Plan Assessment* reports on page 11 that the shelter inventory was increased **by** 412 beds during the first SCPI funding cycle; on page 15 it reports that the number of beds/mats increased **to** 412, total; and on page 4 it reports that 348 beds and

TABLE 3.1 Emergency Shelter Beds Added, 1999–2003

EMERGENCY SHELTERS	TIME PERIOD		NUMBER OF BEDS ADDED	
	Pre-NHI (before 1999)	2003	SCPI I	Other funding sources
Good Shepherd – Men’s Centre	25 beds	40 beds	15	---
Good Shepherd – Martha House*	28 beds	28 beds	0	0
Good Shepherd – Mary’s Place	9 beds	11 beds	0	2
Good Shepherd – Notre Dame (youth)	X	20 beds	---	20
Salvation Army – Booth Centre	57 beds	113 beds	56	---
Wesley Urban Ministries – Wesley Centre Drop-In	27 mats	50 mats	23	---
Living Rock/Wesley Urban Ministries – Youth Shelter	X	15 beds	15	---
Mission Services – Men’s Residence	50 beds	72 beds	22	---
Native Women’s Centre*	10 beds	11 beds	---	1
Mission Services – Inasmuch House*	28 beds	28 beds	0	0
Interval House*	9 beds	20 beds	---	11
Family Services of Hamilton – Temporary Family Shelter	X	50 beds	50	---
TOTALS	243 beds	458 beds	181	34
TOTAL NUMBER OF SHELTER BEDS ADDED (1999–2003)			215	

Note: While not technically part of the shelter system (overnights stays in churches offering the OOTC program are not counted by HIFIS), the Out of the Cold Program offered a number of mats to people seeking shelter between November and March each year (in 2009, the year before it closed, the number of mats was around 40).

Source: Table adapted from Table C.1, Community Asset Inventory, in Community Plan 2007–2009 Homelessness Partnering Strategy Data Tools, revised August 1, 2008, p. 11, with additional data from the City of Hamilton’s Excel spreadsheet, Hostel Beds 2003–2010; Community Action Plan, 2000; and Addressing the Needs of Street-Involved and Homeless Youth in Hamilton, October 2005.

** These are Violence Against Women (VAW) shelters. The majority of these beds are fully funded by the Ministry of Community and Social Services and so are not considered part of the regular hostel system; the beds provided by these shelters that are funded by cost-shared per diems between MCSS and the City are as follows: Martha House – 6; Native Women’s Centre – 4; Inasmuch House – 6; Interval House – 4. These numbers have not changed during the time period under review. The per diem beds accommodate overflow from the women’s shelter system, but the City does not include these beds in its calculations of shelter capacity in Hamilton. The total number of beds, rather than the total number of per diem beds, is provided here to give a snapshot of the emergency shelter system as a whole.*

75 mats were added to the system – a total of 423 new units.) The primary sources that this report relies on for numbers of shelter beds are the City of Hamilton’s Excel spreadsheet *Hostel Beds 2003–2010* and Table C.1, Community Asset Inventory, in *Community Plan 2007–2009 Homelessness Partnering Strategy Data Tools*, revised August 1, 2008, p. 11.

This tremendous investment in the shelter system led to a precipitous drop in the men’s shelter occupancy rate, from 153% in 2002 to 90% in 2003; this number remained fairly steady until 2008, when it dropped again to 73%. The latest data comes from 2009 when the rate was 70%.¹⁰ (*On Any Given Night*, 2010, p. 7) The second rate drop in 2008 may be accounted for in large part by the SCPI II–funded increase in the number of housing units with supports and transitional services targeted to chronic shelter users (this is discussed further in Section 3.1.2 Transitional Housing and Housing with Supports).

Out of the Cold is not included in the HIFIS occupancy rate calculations, but the numbers for this program also showed a steady decline prior to the cancellation of the overnight program in 2010.

TABLE 3.2 Out of the Cold Overnight Stays, 2001–2010

Winter	Number of Overnight Stays
2001/2002	1,182
2002/2003	1,574
2003/2004	1,876
2004/2005	N/A
2005/2006	N/A
2006/2007	1,992
2007/2008	1,778
2009/2010	1,651

Source: Communication from Molly Elliott and Janice Ormond, February 15, 2011.

IMPACT 2: There is increased diversity and specialization of services within the shelter system.

While overall occupancy rates went down precipitously after 2002, certain populations remained underserved. The “On Any Given Night” figures in **Table 3.3** highlight this issue. On one presumably typical night in November 2008, 187 men had access to 235 shelter beds; 22 youth had access to 20 shelter beds; 19 women had access to 9 woman-specific shelter beds (plus 15 beds at the Wesley Centre, which accommodated men as well as women); and 105 victims of abuse had access to 100 VAW shelter beds.

10

TABLE 3.3

Number of Shelter Users "On Any Given Night" in November (1998, 2001–2008)									
	1998	2001	2002	2003	2004	2005	2006	2007	2008
Men	114	214	243	235	226	194	221	176	187
Women	9	18	19	25	20	18	19	20	19
VAW	56	80	74	96	84	95	75	93	105
Families	--	--	--	--	39	--	63	61	74
Youth	--	19	34	31	21	18	19	13	22
Out of the Cold	--	12	26	33	9	15	22	21	30
Total	179	343	396	420	399	340	419	384	437

Source: SPRC, 2009

Of the 215 beds added to the emergency shelter system between 1999 and 2003, more than 93¹¹ of these, or 43%, were beds for single men.¹² All of these new beds were funded by SCPI. Between 2003 and 2010, 100 beds (70 for men, 15 of the Wesley Centre mats designated for women, and 15 for youth), most of which were originally funded by SCPI, were removed from the system. In 2010, Out of the Cold also closed its overnight program, further reducing the number of shelter spaces available (while OOTC was not technically part of the shelter system, it made 40 mats available to both men and women between November and March each year).

Between 2003 and 2010, however, 119 new beds were added to the system to accommodate the needs of women, Aboriginal women, victims of abuse, refugees, newcomers, and families. (Please note that some of these facilities were funded during the first round of SCPI but did not open until after 2003.) NHI/HPS funded 82.4% of the beds added to the system – 98 of the 119 added.¹³

Women, Aboriginal women, and victims of abuse. The Assets and Gaps Analysis in the 2000–2003 *Addendum to the Community Plan* noted, in general, the need to expand the women's shelter system. Specifically, the analysis identified the inadequate

¹¹ The number is greater than 93 because some of the 23 beds added to the Wesley Centre during this period were for single men as well; the Wesley Centre went from 27 beds to 50, some of which were for women and some of which were for men.

¹² Good Shepherd – Men's Centre: 15; Salvation Army – Booth Centre: 59; Wesley Centre: 40 of 55 designated for men; Mission Services – Men's Residence: 52.

¹³ During this time period, 15 beds that had formerly been used to accommodate single men at the Salvation Army Booth Centre were re-designated as part of the Hospitals to Homes Program. (This program started with 4 beds funded by NHI/HPS as the Salvation Army Booth Centre's Discharge Bed Program).

size and general state of disrepair of the Native Women's Centre, a facility that provides emergency shelter services to women who have experienced abuse (and, when beds are available, to women seeking shelter for reasons other than partner abuse). The Centre accommodates women from all backgrounds but provides culturally specific services to Aboriginal women.

SCPI I contributed funds to the purchase of land, architectural services/plans, and a portion of the construction cost of a new Native Women's Centre. The new expanded facility added four more beds to the shelter system. SCPI I and SCPI II also contributed funds to the capital project to build a new Mary's Place, a shelter for single women run by Good Shepherd. Mary's Place opened in December 2010 and added eleven more beds to the women's shelter system.

In addition to these 15 SCPI-funded beds, an additional 32 beds were added to the VAW shelter system between 1999 and 2010; these were funded by other sources.¹⁴ See **Table 3.4** (below) for an overview of the addition of beds to the shelter system between 1999 and 2010. One of these facilities, Good Shepherd's Martha House, added twelve beds (moving from 28 to 40). Martha House opened in January 2011 and is part of the same building as the SCPI-funded Mary's Place. While the new Martha House facility was not directly financed by NHI/HPS, the federal funds allocated to Mary's Place were instrumental in leveraging the needed funds for Martha House.

Families, refugees, and newcomers. The Assets and Gaps Analysis in the 2000–2003 *Addendum to the Community Plan* identified the absence of a shelter that could accommodate intact families; it also identified a need to respond to the needs of newcomers who come from diverse cultural backgrounds, some of whom do not speak English (p. 4).

Family Services of Hamilton¹⁵ received SCPI I funds to provide a temporary family shelter (50 beds) and Good Shepherd received SCPI I funds to purchase a building for a permanent family shelter and SCPI II funds to renovate it. The temporary family shelter closed in September 2005 and Good Shepherd's Family Centre opened in December 2005 with 20 units and 80 beds. The services offered are responsive to newcomers' needs and the shelter accommodates many refugee claimants (OAGN,

¹⁴ The majority of VAW shelter beds are funded by the Ministry of Community and Social Services and so are not considered part of the regular hostel system; the beds provided by these shelters that are not funded by MCSS are as follows: Martha House – 6; Native Women's Centre – 4; Inasmuch House – 6; Interval House – 4. These numbers have not changed over the time period covered in this report. The total number of beds, rather than the total number of non-MCSS-funded beds, is provided here to give a snapshot of the emergency shelter system as a whole.

¹⁵ This agency no longer exists.

2010, p. 8). The Family Centre recently received further federal funds under HPS (2009–2011) to pay for capital improvements and to purchase translation software to help staff communicate with clients who do not speak English.

Although they did not receive capital funding from NHI/HPS, two settlement houses have since opened that provide temporary shelter to refugees in addition to general services for newcomers (some of which have received program funding from NHI/HPS): Micah House, which has 9 beds, and SISO New Dawn Reception Centre, which provided 30 beds prior to its closure in January 2011 (the Centre closed after Citizenship and Immigration Canada cancelled SISO’s funding). These facilities are better categorized as transitional housing rather than emergency shelters, however, and so are discussed further in Section 3.1.2.

Youth. SCPI I funds were used by Living Rock/Wesley Urban Ministries to create a 15-bed youth shelter. This shelter was short-lived; it closed its doors in 2005. (For about six months in 2006, the Salvation Army Booth Centre provided 15 beds for youth; this was not a SCPI-funded initiative.) However, the 19 beds added to the system in 2007 by the SCPI-funded Wesley Youth Housing have provided support to the homeless or at-risk youth who would otherwise have been accommodated by a shelter. (Good Shepherd’s Notre Dame emergency shelter also provides 20 beds for young people.)

TABLE 3.4 Emergency Shelter Beds Added, 2003–2010

EMERGENCY SHELTERS	TIME PERIOD		NUMBER OF BEDS ADDED	
	2003	2010	NHI/HPS funds	Other funding sources
Good Shepherd – Martha House*	28 beds	40 beds [†]	---	12
Good Shepherd – Mary’s Place	11 beds	20 beds	9	---
Good Shepherd – Family Centre	X	80 beds [‡]	80	---
Wesley Urban Ministries – Wesley Centre Drop-In	50 mats	55 [§]	5	---
Native Women’s Centre*	11 beds	15 beds	4	---
Mission Services – Inasmuch House*	28 beds	37 beds	---	9
TOTAL BEDS ADDED TO THE SYSTEM, 2003–2010			98	21
			119	

Note: While not technically part of the shelter system, the Out of the Cold Program offered a number of mats to people seeking shelter between November and March each year (in 2009, the year before it closed, the number of mats was around 40).

** These are Violence Against Women (VAW) shelters. The majority of these beds are fully funded by the Ministry of Community and Social Services and so are not considered part of the regular hostel system; the beds provided by these shelters that are funded by cost-shared per diems between MCSS and the City are as follows: Martha House – 6; Native Women’s Centre – 4; Inasmuch House – 6; Interval House – 4. These numbers have not changed during the time period under review. The per diem beds accommodate overflow from the women’s shelter system, but the City does not include these beds in its*

calculations of shelter capacity in Hamilton. The total number of beds, rather than the total number of per diem beds, is provided here to give a snapshot of the emergency shelter system as a whole.

[†] The new Martha House facility opened in January 2011.

[‡] Good Shepherd's Family Centre opened in December 2005, replacing the Temporary Family Shelter, which had used SCPI I funding to make 50 beds available.

[§] The Wesley Centre added 15 beds (for a total of 65) in 2006 and then dropped ten of these to contribute 55 beds to the system from 2007 to 2010. The overnight program closed in summer 2010.

Please note that the above table lists only shelters that added beds between 2003 and 2010. For a snapshot of all shelters in Hamilton and the number of beds they had prior to the introduction of NHI funding in 1999 and their current number of beds, please see **Table 3.5**, below.

TABLE 3.5 Emergency Shelter Beds in Hamilton (1999–2010)

EMERGENCY SHELTER	CLIENTS	NUMBER OF BEDS		NHI/HPS FUNDING	
		Pre-NHI (before 1999)	Current (2010)	To add beds / build new facilities	For programs / services / renovations
Good Shepherd – Men's Centre	Single men	25	40	Yes – SCPI I	Yes – SCPI I, SCPI II, HPI 07-09, HPS 09-11
Good Shepherd – Martha House*	Women & children who have been abused	28	40 [†]	No	No
Good Shepherd – Mary's Place	Single women	9	20	Yes – SCPI I	Yes – SCPI I
Good Shepherd – Notre Dame (youth)	Youth (male and female)	X	20	No	Yes – SCPI I, HPI 07-09
Good Shepherd – Family Centre	Families; often refugees and newcomers	X	80 [‡]	Yes – SCPI II	Yes – HPS 09-11
Salvation Army – Booth Centre	Single men	54	82	Yes – SCPI I	Yes – SCPI I, SCPI II, HPI 07-09, HPS 09-11
Salvation Army – Booth Centre – Hospitals to Homes Program (formerly the Discharge Bed Program)	Single men and women	X	15 [§]	Yes – SCPI II, HPI 07-09	Yes – SCPI II, HPI 07-09
Wesley Urban Ministries – Youth Shelter	Youth	X	X [†]	Yes – SCPI I	Yes – SCPI I, SCPI II
Native Women's Centre*	Women & children who have been abused	10	15	Yes – SCPI I	Yes – SCPI I, HPI 07-09, HPS 09-11

EMERGENCY SHELTER	CLIENTS	NUMBER OF BEDS		NHI/HPS FUNDING	
		Pre-NHI (before 1999)	Current (2010)	To add beds / build new facilities	For programs / services / renovations
Mission Services – Inasmuch House*	Women & children who have been abused	28	37	No	No
Mission Services – Men's Residence	Single men	20	58	Yes – SCPI I	Yes – SCPI I, SCPI II, HPI 07-09, HPS 09-11
Interval House*	Women & children who have been abused	9	20	No	Yes – HPI 07-09, HPS 09-11
TOTAL		183	427		

Note: While not technically part of the shelter system, the Out of the Cold Program offered a number of mats to people seeking shelter between November and March each year (in 2009, the year before it closed, the number of mats was around 40).

** These are Violence Against Women (VAW) shelters. The majority of these beds are fully funded by the Ministry of Community and Social Services and so are not considered part of the regular hostel system; the beds provided by these shelters that are funded by cost-shared per diems between MCSS and the City are as follows: Martha House – 6; Native Women's Centre – 4; Inasmuch House – 6; Interval House – 4. These numbers have not changed during the time period under review. The per diem beds accommodate overflow from the women's shelter system, but the City does not include these beds in its calculations of shelter capacity in Hamilton. The total number of beds, rather than the total number of per diem beds, is provided here to give a snapshot of the emergency shelter system as a whole.*

† Martha House opened in January 2011.

‡ Good Shepherd's Family Centre opened in December 2005, replacing the Temporary Family Shelter, which had used SCPI I funding to make 50 beds available.

§ The Salvation Army's four-bed Discharge Bed Program was developed with SCPI II funding and sustained with HPI funding; it has now been replaced by the 15-bed Hospitals to Homes Program, which is sustained through a combination of LHIN and per diem funding. These beds are not included in the City's calculations of overall shelter capacity.

¶ The Living Rock/Wesley Youth Shelter added 15 beds to the system before it closed in 2005.

Sources: Table C.1, Community Asset Inventory, in Community Plan 2007–2009 Homelessness Partnering Strategy Data Tools, revised August 1, 2008, p. 11; Community Plan 2007–2009 Homelessness Partnering Strategy Framework, revised August 18, 2008; On Any Given Night, 2010; and the City of Hamilton's Excel spreadsheet of NHI/HPS-funded projects.

3.1.2 Transitional Housing and Housing with Supports

While the need for transitional housing and housing with supports has been recognized by both NHI/HPS funding priorities and the City of Hamilton's Community Plan priorities, sustainability remains a challenge. NHI/HPS allocations have provided the start-up capital for new buildings and the salaries for staff, but housing providers struggle to

access core funding from other sources. Emergency shelter per diems (cost-shared by the Province and the City) were formerly used to fund transitional housing; however, a 2001 Provincial Audit found this arrangement to be non-compliant with the definition of emergency hostel services. Facilities funded under this formula have been largely unsuccessful in accessing other sources of funding; Good Shepherd's Somerville House tried for eight years to secure funding from the Ministry of Health and Long-term Care and the Ministry of Community and Social Services before finally closing its doors in summer 2010. (Information Update to City Council, *Closure of Somerville House – Good Shepherd Centre*, July 21, 2010)

The other option open to transitional housing providers is to seek RGI status for their units. However, the number of RGI units in Hamilton has not increased for many years; this means that transitional housing units using RGI funds (e.g. Wesley Youth Housing) are only redirecting RGI units to serve a vulnerable subset of people, and so reducing the affordable housing available to the general population.

IMPACT 3: NHI/HPS funds allowed Hamilton to greatly expand and diversify the City's offerings of transitional housing and housing with supports to vulnerable populations.

Community Plan Priorities

Developing transitional housing and housing with supports has been listed as a priority in every Community Plan, sometimes with a focus on particular populations:

- **General.** Develop supportive transitional housing units to move people out of shelters (2000–3) and help people who are experiencing long stays in emergency shelters and emergency accommodations to move into and maintain adequate and stable housing (2009–11)
- **Refugees and newcomers.** Establish a settlement house for refugees and newcomers (2000–3)
- **People with chronic alcoholism.** Develop a long-term supportive facility for homeless individuals with chronic alcoholism and other mental and physical health problems (2003–7)
- **Youth.** Increase and sustain housing with supports; transitional, supportive, and supported options, with a specific focus on housing for young people (2003–7)
- **People with mental health issues and concurrent disorders.** Add supportive housing units for people with mental health issues and concurrent disorders and improve or renovate units (2007–9; 2009–11)

- **Victims of abuse.** Add Violence Against Women transitional housing units and improve / renovate VAW transitional housing units (2007–9); help women and their children leaving VAW shelters to access second-stage housing or long-term housing as appropriate and support them in that transition (2009–11)
- **Aboriginals.** Help develop and sustain the Aboriginal-specific housing continuum, including increasing the number of beds available for Aboriginal seniors and people with disabilities and adding transitional housing units/beds for Aboriginal men (2007–9; 2009–11)

HPS Allocations

General. Hamilton Housing Corporation (now CityHousing Hamilton) started the ROOFS (Real Options Of Support) program with SCPI I funding. ROOFS works to prevent further homelessness and improve the lives of high-risk tenants by providing a residentially based program focused on advocacy, budgeting, life skills development, referrals to community services, and crisis intervention.

Refugees and newcomers. The 2000 Community Action Plan called for the establishment of a settlement house that would provide accommodation and services to refugees and newcomers. Two settlement houses have since opened that provide temporary shelter to refugees in addition to general services for newcomers: Micah House, which has 9 beds, and SISO New Dawn Reception Centre, which provided 30 beds prior to its closure in January 2011 (the Centre closed after Citizenship and Immigration Canada cancelled SISO's funding). Neither received capital funding from NHI/HPS; Micah House was funded through donations from the community and from congregations of various churches and the SISO New Dawn Reception Centre building was purchased and renovated using funds from a community fundraising campaign and received program funding from Citizenship and Immigration Canada.

While they did not receive NHI/HPS capital funds, both Micah House and SISO have received NHI/HPS funds for specific projects. Micah House received HPS (2009–2011) funds to pay a settlement and outreach worker to assist homeless refugee claimants to find housing. SISO, along with Hamilton Urban Core Community Health Centre, the Housing Help Centre, and St. Matthew's House, also received some funds under SCPI I for these organizations to coordinate their approach to service delivery to families who are homeless or at risk of becoming homeless. These services included education, housing search assistance, emergency housing, food security, and health care access.

People with chronic alcoholism. In March 2006, Wesley Urban Ministries opened Claremont House, a 16-bed facility providing a managed alcohol dispensation program

(the first of its kind in Hamilton and the third such program in Canada), health care, and long-term supportive housing to individuals with chronic alcoholism and other mental and physical health problems. The start-up funds were provided by SCPI II; the facility now receives core funding from the LHIN. Claremont House is intended to serve both men and women, but in practice its only long-term clients have been men. Claremont House provides an important piece of the housing and homelessness service system; it diverts a high-needs group of people from the shelter system and emergency hospital care system and provides them with the housing, physical health, mental health, and addictions supports that they need. The facility was intended to have 24 beds, but the building originally intended for the purpose fell through during the zoning process due to community opposition. St. Joseph's Healthcare Hamilton is in the process of redeveloping its buildings, and Claremont House may move to another location or to another building on the same site; in either case, they are hoping to expand the facility to the 24 beds originally envisioned.

Youth. Wesley Youth Housing, Stage 1 (9 units) and Stage 2 (10 units) opened in September 2007. The facility received capital funding from SCPI II and continues to receive funding for staff from HPS. Good Shepherd, in collaboration with St. Martin's Manor and Grace Haven, opened Angela's Place, a transitional housing facility for young single parents, in September 2008. The facility received capital funding through SCPI II and program funding through HPI 07-09. Good Shepherd also received HPI 07-09 funding to replace furnishings at Brennan House, a transitional housing facility for male and female youth, and HPI 07-09 and HPS 09-11 funds for its Second Stage Services program supporting victims of violence in transitioning from shelters into housing in the community. HPS funds are also directed to six housing workers who assist youth with finding and maintaining apartments in the community.

People with mental health issues and concurrent disorders. Homestead Christian Care received HPI 07-09 funds to renovate and upgrade its Wentworth Program facility, turning shared supportive housing units (2 beds per unit) into 25 private units for people with mental illness. The Wentworth Program provides two residential options: a residential care facility (RCF) with 24-hour support and transitional housing that assists people moving toward independent living within the community.

Between 2003 and 2007, the Canadian Mental Health Association (CMHA) added 14 units to its Baldwin House program, which provides supportive housing for individuals with serious mental illness. In 2007, Good Shepherd added 56 units to its HOMES (Housing with On-site, Mobile and Engagement Services) program, which provides support services to formerly homeless individuals with mental illness living in the community. Neither of these initiatives was funded through NHI/HPS.

Victims of abuse. Phoenix Place, second-stage housing for women who have been abused and their children, received SCPI I funds to expand the services they deliver. Phoenix Place also received HPI 07-09 funds for two capital projects: one to replace major appliances and some furnishings and another to renovate the Community Room, making it accessible.

Aboriginal people. Urban Native Homes received SCPI II funds that allowed the organization to purchase and renovate the building that opened as the Koo gaa da win Manitou seniors housing complex in July 2007. The facility has 24 units, 6 of which are for people with physical disabilities. Koo gaa da win Manitou also received HPI 07-09 funds to install a new roof.

IMPACT 4: The increased number of transitional housing units and housing units with support has reduced the pressure on the emergency shelter system.

Men's shelter occupancy rates dropped from 87% in 2007 to 73% in 2008 and 70% in 2009, and the number of chronic shelter users (those remaining for more than 42 consecutive days) in the men's system dropped from 21.6% in 2007 to 17.7% in 2009. This represented a major reduction in pressure on the shelter system, since chronic shelter users accounted for 70% of the total beds used in 2006. (City of Hamilton, *Fact Sheet: Men's Shelter System*)

The positive changes between 2006 and 2007 may be attributed in large part to the expansion of supportive housing and the increase in services dedicated to helping individuals experiencing chronic homelessness to obtain and maintain stable housing. For example:

- **March 2006** – Wesley Urban Ministries opened **Claremont House**, a 16-bed community care facility at St. Joseph's Healthcare Hamilton. The facility, which received SCPI II capital and start-up program funding, provides coordinated health care services, social services, and managed alcohol treatment to "homeless men and women living with alcoholism and with serious health problems who become caught up in a cycle of repeated visits to emergency rooms, hospitals, detoxification centres, and jail" (www.wesleyurbanministries.com).
- **2007** – An additional 56 supported housing units were acquired by the provincially funded **HOMES** (Housing with On-site, Mobile and Engagement Services) program run by Good Shepherd. (The program was launched in

October 1999; 193 supportive housing units were opened in 2000.) The program is targeted to individuals who are homeless and living with mental illness (<http://www.goodshepherdcentres.ca/Programs/HOMES.htm>).

- **May 2007** – The City (funded through MCSS) introduced its **Hostels to Homes Pilot Project** (H2HP) to target the nearly one-quarter of hostel users spending more than 42 days each year in emergency shelter beds (*Blueprint for Emergency Shelter Services* (CS09015), April 2009). Of the 145 participants (136 men and 9 women) housed during the pilot, 110 were still housed as of November 2009. The Hostels to Homes pilot project has been renamed **Transitions to Home**; the funding has been secured to extend the program to March 31, 2011. This round of funding comes from the provincial Delivering Opportunities for Ontario Renters (DOOR) fund (\$1.8 million) and from the federal Homelessness Partnering Strategy (\$348,000) (*Implementation Strategy for the Blueprint for Emergency Shelter Services* (CS09015(a)), November 2009, p. 2; *Fact Sheet: Hostels to Homes Pilot*).
- **July 2007** – Urban Native Homes opened the 24-unit **Koo gaa da win Manitou** complex for Aboriginal seniors experiencing absolute homelessness. The project was financed in part by the 2003–2007 SCPI II cycle of funding.
- **April 2008** – Between April 2008 and September 30, 2009, the City of Hamilton’s Finding Home Pilot provided intensive case management services to 176 chronically homeless men. This intervention led to reductions in the rates of homelessness, the number of shelter admissions, lengths of shelter stays, and incidents of participants cycling off and on Ontario Works assistance. The intensive care services provided through the Finding Home Pilot have now been integrated into the Transitions to Homes Program. (*Fact Sheet: Finding Home Pilot*) This pilot was received HPI 2007–2009 funding.

Please see **Table 3.6** for an overview of the available transitional housing units and housing with supports identified as targeted to people who have experienced homelessness or are at risk of becoming homeless.

TABLE 3.6 Units of Housing (Transitional or With Supports) Serving Individuals At Risk of Homelessness

FACILITY		POPULATION SERVED	NUMBER OF BEDS / UNITS				NHI/HPS FUNDING	
			Pre-NHI (before 1999)	Phase I (1999-2003)	Phase II (2003-2007)	Current (2010)	To add beds / build new facilities	For programs / services / renovations
Transitional Housing								
Wesley Urban Ministries – Wesley Youth Housing	Stage 1	Youth (16-21) – homeless or at risk	X	X	9 units	9 units	Y - SCPI II	Y – HPI 07-09; HPS 09-11
	Stage 2		X	X	10 units	10 units		
Good Shepherd – Angela’s Place		Youth (to 21) – pregnant and parenting	X	X	15 units	15 units	Y – SCPI II	Y – HPI 07-09
GS – Brennan House		Youth (16-20) – homeless or at risk	14 beds	14 beds	14 beds	15 beds	N	Y – HPI 07-09
GS – Brennan House ACTS		Youth leaving Brennan House	X	X	6 units [†]	6 units	N	N
GS – Somerville House		Women – mental health & homeless	10 beds	10 beds	10 beds	X	N	N
GS – Second Stage Services		Women & children – VAW	X	X	30 beds	30 beds	N	Y – HPI 07-09, HPS 09-11
GS HOMES – McGinty House		Mental health & homeless	X	X	10 units	10 units	N	N
Catholic Family Services – St Martin’s Manor		Youth – pregnant and parenting	12 units	12 units	12 units	12 units	N	Y – HPI 07-09
The Bridge – transitional housing		Ex-offenders	3 units	3 units	3 units	3 units	Y – SCPI I	Y – HPI 07-09, HPS 09-11
Phoenix Place – Second Stage		Women & children – VAW	5 units	5 units	5 units	5 units	N	Y – SCPI I, HPI 07-09
Salvation Army – Grace Haven		Youth (to 21) – pregnant and parenting	14 beds	14 beds	14 beds	14 beds	N	Y – HPS 09-11

FACILITY	POPULATION SERVED	NUMBER OF BEDS / UNITS				NHI/HPS FUNDING	
		Pre-NHI (before 1999)	Phase I (1999-2003)	Phase II (2003-2007)	Current (2010)	To add beds / build new facilities	For programs / services / renovations
St Matthew's – transitional housing	Men ages 16 to 65	N/A	N/A	8 beds	8 beds	Y – SCPI I	Y – SCPI I, SCPI II, HPI 07-09, HPS 09-11
Micah House	Refugees (men / women / families)	X	X	9 beds	9 beds	N	Y – HPS 09-11
Mission Services – Jamesville transitional / supportive housing	Men – homeless	X	9 units	14 units	14 units	Y – SCPI I, SCPI II	Y – SCPI I, SCPI II, HPI 07-09, HPS 09-11
MS – Off-Site Housing	Men – addictions	N/A	10 units	N/A	N/A	N	
SISO New Dawn Reception Centre	Refugees & newcomers (men / women / families)	X	X	30 beds	30 beds*	N	Y – SCPI I
Womankind Addiction Services	Women – addictions	X	X	8 beds	8 beds	N	N
YWCA Hamilton – Transitional Living Program	Women – homeless	X	X	32 beds	51 beds	N	Y – HPI 07-09
Long-Term Supportive Housing							
Wesley Urban Ministries – Claremont House	Chronic alcoholism & homeless	X	X	16 beds	16 beds	Y – SCPI II	Y – HPI 07-09
Urban Native Homes – Koo gaa da win Manitou	Aboriginal – seniors (55+), disabled, homeless	X	X	24 units	24 units	Y – SCPI II	Y – HPI 07-09
Good Shepherd Non- Profit Homes – Emmaus Place	Mental health & homeless	X	66 units	66 units	66 units	N	N
GS NPH – Taylor Apartments	Homeless	X	X	15 units	15 units	N	N

FACILITY	POPULATION SERVED	NUMBER OF BEDS / UNITS				NHI/HPS FUNDING	
		Pre-NHI (before 1999)	Phase I (1999-2003)	Phase II (2003-2007)	Current (2010)	To add beds / build new facilities	For programs / services / renovations
Good Shepherd HOMES Program	Mental health & homeless	X	193 units	249 units	249 units	N	N
GS HOMES – Matthias Place	Mental health & homeless	X	28 units	28 units	28 units	N	N
GS HOMES – Ken Soble Apartments	Mental health & homeless	X	40 units	40 units	40 units	N	N
Homestead Christian Care – 118 Wentworth (located on Locke Street prior to 1999)	Mental health (RCF)	7 units	25 units	25 units	25 units	Y – HPI 07-09	N
HCC – 124 Wentworth	Mental health	X	X	8 units	8 units	N	N
HCC – 249 Caroline	Mental health	X	40 units	40 units	40 units	N	N
HCC – 80 Robinson	Mental health	X	X	X	43 units	N	N
Canadian Mental Health Association – Baldwin House	Mental health	X	X	14 beds	N/A	N	N
Wesley Community Homes	Homeless	X	X	70 beds	115 beds	N	N
YWCA Hamilton – Permanent Beds	Women – homeless	65 beds	65 beds	33 beds	14 beds	N	Y – HPI 07-09

N/A = Information not available by time of final revisions.

* The SISO New Dawn Reception Centre closed its doors in January 2011 after Citizenship and Immigration Canada cancelled its funding.

† Brennan House ACTS opened in December 2007.

Sources: Table C.1, Community Asset Inventory, in Community Plan 2007–2009 Homelessness Partnering Strategy Data Tools, revised August 1, 2008; Appendix C, Inventory of Housing with Support Services in Hamilton, in Housing with Supports Assets and Gaps Research Report, Draft, v. 6, n.d.; the City of Hamilton’s Excel spreadsheet of Hostel Beds 2003–2010; the City of Hamilton’s Excel spreadsheet of NHI/HPS-funded projects; consultations with individual organizations and City staff members; and websites of individual organizations.

3.1.3 Affordable Housing

While homelessness is not only a housing problem, it is always a housing problem.

As part of the data gathering for this report consumers and service providers were given an opportunity to respond to a brief survey about homelessness and programs to respond to homelessness. When asked in the survey to identify the most pressing areas of need for people like them, consumers named housing with supports and permanent rent-geared-to-income (RGI) housing as two of the top three areas of need (homelessness prevention was the other area). Similarly, when service providers were asked to name the most pressing areas of need for the people they work with, they named the same three areas as consumers did, but also named market housing as an area of need (slightly more frequently than homelessness prevention).¹⁶

When asked to rate the same 15 different service areas in terms of the need for development, respondents overall said that the capacity does not meet the demand in most service areas. More than 90% of respondents said that the capacity does not meet the demand for the following housing services:

- Permanent rent-geared-to-income housing (97%)
- Rent supplement (94%)
- Affordable Market Housing (93%)
- Housing with supports (91%)

Only homelessness prevention (92%), eviction prevention (91%), and food security (90%) were ranked by as many respondents as not meeting the demand. Domiciliary hostels (56%), Emergency shelters (63%) and VAW shelters had the lowest ratings in terms of the need for development.

Despite the importance of housing as a solution to homelessness and the widespread belief that there is a need for more of a range of different kinds of housing, permanent RGI housing or affordable market housing is not eligible for funding under the Homelessness Partnering Strategy's Terms and Conditions. HPS funding has, however, been used to create new transitional housing and housing with supports (about 99 new units). (For more information on HPS Terms and Conditions, please see Section 2.4)

¹⁶ The areas of need that respondents could select were: Homelessness prevention, Outreach, Assessment and referral, Case management, Emergency shelter, VAW shelter, Domiciliary hostel, Transitional housing, Housing with supports, Permanent rent-geared-to-income housing, Co-op housing, Affordable market housing, Rent bank/Utility arrears assistance, Rent supplement, Eviction prevention and Food security. The full web survey is attached in Appendix C.

In an interview a service provider suggested that the number of people living in poverty should drive housing and homelessness system planning as opposed to the number of people who are presenting as homeless. This was expressed as an important distinction; that housing and homelessness system planning has to be equally concerned with addressing systemic issues that impact on housing stability such as poverty, food security, mental health, and availability of affordable housing. In comparison, service planning for housing and homelessness services has its primary focus on improving, coordinating, and developing quality services. This view was echoed by several providers in focus groups and site visits and highlights the frustration that service providers experience in their failure to impact on the root causes of homelessness. The work of the Roundtable on Poverty was cited by one service provider as an effective model of analysis for system planning as it addresses housing and homelessness within the context of broader determinants of health and well-being.

3.1.4 Accessibility

Low-income individuals with physical disabilities face tremendous challenges, particularly in terms of adapting their housing to meet their needs so that they can stay in their homes, finding accessible units (especially within the affordable housing system), or accessing programs and services in buildings that are not fully accessible.

IMPACT 5: NHI/HPS funds allowed Hamilton to increase the accessibility of shelters and other buildings providing services and resources to people with disabilities who are homeless or precariously housed.

The Neighbour to Neighbour Food Bank used SCPI II funds to renovate a washroom and make it accessible. The Salvation Army used HPI 07-09 funds to make the Booth Centre more accessible for clients with physical disabilities and Good Shepherd used HPS 09-11 funds to upgrade the elevator at the Family Centre to ensure that the shelter was accessible. When it built the Koo gaa da win supportive housing seniors complex, Urban Native Homes allotted 6 of the 24 units to people with disabilities. Good Shepherd's new Mary's Place women's shelter, funded in part through NHI/HPS, has also been designed to accommodate the needs of people with disabilities; for example, two of its units are on the ground floor and have wheelchair-accessible private bathrooms.

NHI/HPS funds have also been used to make programs and services more accessible. The Housing Help Centre received SCPI I funds to renovate the housing search area and meeting area on the ground floor to make it accessible. Phoenix Place, second-stage housing for women who have been abused and their children, received HPI 07-09 funds to renovate the Community Room, making it accessible.

While advances have been made in increasing the accessibility of a variety of facilities, programs, and services, affordable housing for individuals with disabilities remains a strong area of need. NHI/HPS Terms and Conditions do not permit investment in affordable housing, so this area of need has not been addressed with NHI/HPS funds.

However, NHI/HPS funds have contributed to research projects and services related to accessible housing. SCPI I funded McQuesten Legal and Community Services and the Social Planning and Research Council to prepare a report assessing the housing needs of people with disabilities in Hamilton (*Building Towards Freedom House*, 2002). SCPI II funded the Disability Action Network Group (DANG) to hire an occupational therapist and social worker to assist individuals with disabilities in accessing disability benefits and social housing.

3.2 PROGRAMS AND SERVICES

NHI/HPS funding has allowed Hamilton to offer critically needed programs and services that either would not exist or would exist in greatly reduced form without NHI/HPS funding. This is discussed in more detail (with examples provided) in Section 4.1, Funding Gaps and Opportunities.

The first two cycles of NHI/HPS funding (SCPI I and SCPI II), 57.4% of the dollars the Community Advisory Board (CAB) allocated to community groups went to capital projects and infrastructure investments, while 36.4% went to programs and services.¹⁷ In the second two cycles of funding (HPI and HPS), the emphasis shifted: 17.5% of allocated dollars went to capital projects and infrastructure investments, while 75.3% went to programs and services.

TABLE 3.7 CAB Allocations to Infrastructure and Programs

Funding Cycle	Capital projects and infrastructure investments		Programs and services		Other projects (research, training, awareness, etc.)		TOTAL	
	\$	%	\$	%	\$	%	\$	%
SCPI I (2000–2003; includes Urgent Needs)	6,227,261.00	47.3	5,632,226.50	42.8	1,297,504.50	9.9	13,156,992.00	100
SCPI II (2003–2007; includes extension)	10,249,739.00	67.4	4,561,504.00	30.0	404,116.00	2.6	15,215,359.00	100
HPI (2007–2009)	2,306,650.00	25.8	5,828,515.00	65.3	791,005.00	8.9	8,926,170.00	100
HPS (2009–2011)	484,000.00	9.1	4,530,727.00	85.2	305,879.00	5.7	5,320,606.00	100

Source: City of Hamilton's Excel spreadsheet Federal Homeless Projects Funded 2000–2010.

¹⁷ Please note that these percentages were calculated excluding the Community Entity's administrative allocation. This analysis discusses the percentage of total community-based projects.

Hamilton's first Community Plan emphasized outreach services and the addition of new shelter beds and new shelters, while subsequent Community Plans emphasized prevention initiatives, housing stabilization programs, and increasing the number of available units in transitional housing and housing with supports. The first two Community Plans focused on programs supporting the general homeless and precariously housed populations – for example, trusteeships and food security programs – while the second two Community Plans have specified specific types of services addressing the needs of specific populations – for example, housing stabilization programs for precariously housed seniors and transitional supports for people re-integrating into the community from correctional facilities.

The main programs and services identified as priorities in the various Community Plans are:

- **Housing support services** to help individuals find affordable and adequate housing or maintain their housing (2000–3; 2003–7; 2007–9; 2009–11), with a specific focus on:
 - food security programs (2000–3; 2003–7);
 - trusteeship programs (2003–7; 2007–9);
 - women and their children leaving Violence Against Women shelters (2007–9; 2009–11);
 - at-risk and homeless young people, particularly those transitioning out of the child welfare system (2007–9; 2009–11);
 - people leaving correctional facilities (2007–9; 2009–11);
 - precariously housed seniors (2007–9; 2009–11); and
 - precariously housed individuals with mental health issues and concurrent disorders (2007–9; 2009–11).
- **Health programs and services**, and specifically initiatives that
 - improve accessibility and coordination of physical and mental health services for the homeless population (2003–7) and
 - improve coordination of discharge planning activities from hospitals into the community (2003–7; 2007–9; 2009–11).

3.2.1 Housing Support Services

IMPACT 6: NHI/HPS funds have helped people who are homeless or at-risk find and maintain housing through a variety of programs and services.

While significant issues have been identified with the data compiled by the HPS results reporting forms (see Section 1.4.1), the reporting forms remain the only source of quantitative data on the impact that NHI/HPS funding has had on the lives of individuals experiencing homelessness or at risk of homelessness in Hamilton.

HRSDC's *Investments and Results* analysis reports that HPS funding of housing support services helped 5,478 at-risk people in the City of Hamilton maintain their housing between April 2007 and November 2010 (p. 6).

TABLE 3.8

NUMBER OF PEOPLE THAT MAINTAINED HOUSING IN HAMILTON AS OF NOVEMBER 12, 2010				
	ANNUAL RESULTS 2007-2008	ANNUAL RESULTS 2008-2009	ANNUAL RESULTS 2009-2010	ANNUAL RESULTS 2010-2011
Number of people that maintained their housing	2,128	1,621	1,729	0

Source: HRSDC, *Investments and Results*, November 2010, p. 6.

During the same time period, HPS 09-11 funds supported 18 projects that assisted 803 homeless or precariously housed individuals to move into more stable housing (HRSDC, *Investments and Results*, November 2010, pp. 5–6).

TABLE 3.9

OUTCOMES OF HPS CAPITAL INVESTMENTS IN HAMILTON AS OF NOVEMBER 12, 2010				
TRANSITION TYPE	ANNUAL RESULTS 2007-2008	ANNUAL RESULTS 2008-2009	ANNUAL RESULTS 2009-2010	ANNUAL RESULTS 2010-2011
Street to more stable housing	4	9	207	0
Emergency shelter to more stable housing	29	60	44	0
Hidden homelessness to more stable housing	38	30	41	0
Transitional housing to more stable housing	20	29	20	0
Supportive housing to more stable housing	2	0	1	0
Criminal justice system to more stable housing	1	77	146	0
Child welfare system to more stable housing	0	17	5	0
Health facility to more stable housing	1	6	16	0
Distinct project count	3	7	9	0

Source: HRSDC, *Investments and Results*, November 2010, p. 6.

Housing assistance – programs. NHI/HPS funds have been used to fund ongoing programs that assist homeless or precariously housed individuals to access or maintain housing:

- The Hamilton Housing Corporation (now City Housing Hamilton) first introduced its **ROOFS (Real Options of Support)** program with SCPI I funds (the program continues with other sources of funding). The program assists at-risk tenants of 181 Jackson Street West and 95 Hess Street South by providing a residentially based program focused on advocacy, budgeting, life skills development, referrals to community services, and crisis intervention. Two staff members of the Housing Branch, Tenant Support Services, provide support for this program.
- The Hostels to Homes Pilot Program was established in May 2007 with start-up funds from the Ministry of Community and Social Services. The program focused on the 25% of shelter users who were using shelters as residences, staying for longer than the allotted 42 days. Of the 145 participants housed during the pilot, 110 were still housed as of November 2009. The program has now been renamed **Transitions to Homes** and has secured \$1.8 million through the DOOR (Delivering Opportunities for Ontario Renters) fund and \$348,000 through HPS 09-11. The program involves the collaboration of several organizations in Hamilton and the lead agency is Wesley Urban Ministries. (*Implementation Strategy for the Blueprint for Emergency Shelter Services (CS09015(a))*, November 2, 2009)
- The Salvation Army's **Moving and Storage Program** was started with SCPI I funds and sustained through SCPI II and HPI 07-09. The program assists homeless and low-income individuals and those who have lost their housing due to incarceration or hospitalization by transporting personal goods to a new residence or storing those goods in a warehouse. SCPI I funds enabled the Salvation Army to move over 700 families into stable housing (*Community Plan Assessment*, 2003, p. 5). SCPI II funds purchased the van used to transport the items. The program started as a free service; now that it no longer receives federal funding, it sustains itself by charging clients a below-market rate.
- **Emergency loan and grant programs.** Under SCPI I, funding was provided for the Housing Emergency Loan Program (a community-based fund that provides interest-free loans to people at risk of losing their housing) and the Utilities Grant Program (a program administered by the Salvation Army providing funding and advocacy to tenants who have been notified that their utilities will be cut off).

Housing assistance – case management. SCPI I funded case workers hired by the Emergency Shelter Foundation, SISO, Hamilton Urban Core Community Health Centre, the Housing Help Centre, St. Matthew’s House, the Salvation Army, and Wesley Urban Ministries to help clients move from shelters into the community and from transitional housing facilities into permanent housing and to assist vulnerable clients in maintaining their current housing.

Later rounds of NHI/HPS allocations moved away from funding these general case workers and to funding specialized case workers instead, workers who are focused on identified priority populations such as youth, seniors, and women who had experienced abuse (see further discussion below). (Please also note that this was a trend, not an absolute shift; SCPI II funded Mission Services and HPS 09-11 funded the Salvation Army to provide housing-supportive case management services. The Housing Help Centre also received one HPS 09-11 allocation to expand its outreach service to include tenants facing imminent eviction as well as tenants identified as having significant barriers to maintaining housing, and another allocation to fund a Rooming House Coordinator to help identify and educate illegal rooming house operators about the benefits of becoming licensed and to assist rooming house residents to access other housing options as needed.)

Food security programs. Where the shelter component of Ontario Works is not enough to meet the cost of housing, Ontario Works recipients must make the difficult choice between paying rent or buying food. Food banks and meal programs can be a critical intervention that helps to stabilize housing. Service providers identified the increasing number of seniors and employed individuals and families regularly using their food programs as evidence of people who are at risk of homelessness.

A comment to the consultants from an agency providing a food bank identifies the impact of inadequate income on the clients that they see: “People need more help with food than the current system can provide. They spend so much on rent that they cannot afford food, and there does not seem to be an effective way to respond to their needs.”

In Hamilton, there are ten organizations that are the primary providers of food banks and meal programs:

- Good Shepherd Centres
- Living Rock Ministries
- Mission Services of Hamilton
- Neighbour to Neighbour
- St. Matthew’s House
- The Salvation Army

- Stoney Creek Food Bank
- Welcome Inn
- Wesley Urban Ministries
- Hamilton Food Share

All of these organizations, with the exception of the Stoney Creek food bank, have received NHI/HPS funds at some time. NHI/HPS money has been used primarily to finance capital projects: for example, Hamilton Food Share purchased a larger facility with SCPI I funds, increasing their capacity to receive and store donated supplies; Welcome Inn bought a new food recovery vehicle with SCPI II funds; Wesley Urban Ministries, Neighbour to Neighbour, Living Rock Ministries, and St. Matthew's House all renovated their food bank facilities with SCPI II funds; and the Salvation Army purchased and installed a walk-in freezer with HPI 07-09 funds.

Some NHI/HPS funds have also been used to fund staff members and train volunteers. SCPI II funds permitted Good Shepherd to expand its services by two hours each day through the hiring of another food bank worker. The Neighbour to Neighbour Centre's Resource Counselling Program received SCPI II and HPI 07-09 funds to train volunteers to complete intakes, make referrals, and provide support to food bank clients in a confidential and sensitive manner. NHI/HPS funds have also funded meal programs and emergency food assistance programs in shelters and drop-in centres. SCPI I Urgent Needs funded Living Rock Ministries' "Winter Warm Up" program that provided warm food, drinks, and clothing to street-involved youth and The John Howard Society's Youth Employment Strategy's breakfast program and evening hot meal program. SCPI II funded the Salvation Army's Soup Van program, which distributed soup, sandwiches, and beverages.

The 2000–2003 and 2003–2007 Community Plans identified food security as a priority, but the 2007–2009 and 2009–2011 Plans did not. Food security programs received 7 of the 47 SCPI I allocations; 14 of the 38 SCPI II allocations; and only 2 of the 45 HPI 07-09 allocations and 1 of the 25 HPS 09-11 allocations. A survey of the main organizations that provide food security programs identified a continuing need for these services with sustainable funding required for coordination and development of an effective system. The City is currently working to get \$350,000 of annualized funding for food banks approved as part of the budget to be voted on in February 2011.¹⁸

HPS is funding an important project that will coordinate the emergency food sector to develop a community strategic plan around service delivery standards, identification of

¹⁸ *No One Goes Hungry: Strategic Directions for Hamilton's Emergency Food System 2010–2012* (CS09072(a)), October 6, 2010.

funding options and/or partners and public education around hunger issues (see Section 3.3 Administration, Research, and Awareness).

Trusteeship programs. Trusteeship programs were identified in the 2003–2007 Community Plan as critical components in a strategy to help individuals maintain their housing. Trusteeships help clients manage their money, pay their bills, and gain financial stability; trustees also provide ongoing case management services such as making referrals; advocating on behalf of the client with creditors, landlords, and income providers and liaising with housing providers and other agencies.

There are three organizations in Hamilton that provide trusteeship services: Good Shepherd Centres, Mission Services, and the Salvation Army. Approximately 63% of the clients of the trusteeship services of these organizations have experienced homelessness and, if they were to stop receiving trusteeship services, would likely become homeless again.

Prior to the introduction of the National Homelessness Initiative, the Salvation Army did not offer a trusteeship program, while the trusteeships offered by Good Shepherd and Mission Services charged a fee for the service. There are no precise numbers for how many clients were being served prior to SCPI funding; in the 2003 Agency Closeout summary submitted to the City, Good Shepherd reported that it added 100 new clients. In its 2003 SCPI application, Mission Services reported that it increased its caseload by 90 clients. The current total number of clients is 748,¹⁹ which means that the number of individuals receiving trusteeship services has at least doubled over the past ten years. The demand for the service is higher than can be met with current resources: Good Shepherd turns away 16 applicants each month and Mission Services has a wait list of 50.²⁰

HPS is critical to this program; all three organizations have sought other sources of funding, but have not been successful in securing financial commitments. As a result, trusteeships in Hamilton are heavily reliant on HPS and the service would be severely compromised in the absence of this funding source. Stakeholders in several focus groups spoke of the trusteeship programs as a critical cornerstone of the housing and homelessness service system and a service area that required expansion. Service providers also identified the need for further growth and development in program standards and best practices to address service inconsistencies between programs.

¹⁹ Good Shepherd has 326 trusteeship clients; Mission Services has 228; and the Salvation Army has 194.

²⁰ Communication from Jane Conlon, MCC Workplace Solutions.

IMPACT 7: NHI/HPS funding helped to expand, diversify, and strengthen housing programs and services available to vulnerable segments of the population.

Victims of abuse. The first round of SCPI provided funding to the transitional housing programs provided by the Emergency Shelter Foundation (now closed) and Phoenix Place to sustain and increase the services offered to women who have been abused.

HPI 07-09 and HPS 09-11, in response to the priorities set in the Community Plans, funded Interval House and Good Shepherd Centre specifically to support victims of abuse to transition from shelters into homes in the community. Interval House also received funds under HPS 09-11 to increase the availability of information and accessibility of services for victims of abuse in rural communities within Hamilton. In one focus group with agencies whose core services are funded through other ministries and funding streams there was consensus that HPS addressed a system priority to improve access to services for rural women at a time when other funding was not available. This was cited as an example of the unique contribution that HPS has made in filling system gaps.

Youth. In addition to the two transitional housing programs discussed above under Infrastructure, HPS funds seven housing workers who assist youth to access and maintain housing (including advocating on their behalf with landlords) once they move out of the supportive housing units. One stakeholder noted that if HPS funds were to be withdrawn, “it would be a tidal wave” for homeless and precariously housed youth in Hamilton. Another noted that housing is a critical component of all of the youth-focused programs that are offered: “Participants need to maintain housing in order to access work programs or stay in school or keep their children out of foster care. Housing is a critical intervention point for coaching kids around issues of financial management, nutrition, life skills, conflict management with roommates and partners, substance abuse, etc.”

In addition to the six housing case workers, federal funding has also supported a number of other youth-focused programs. SCPI I funded McMaster University School of Nursing and Wesley Urban Ministries’ MAC Door program, which focused on enabling homeless youth to make lasting changes to get off the streets. SCPI II and HPI 07-09 funded Living Rock Ministries’ Rock Resources Program, which educated youth about housing options and tenants’ rights; provided referrals to other agencies; gave on-site crisis support to youth experiencing mental health problems and violence; and advocated on behalf of youth to OW, ODSP, landlords, and health providers.

Federal funding also supported programs assisting youth leaving care and transitioning to independence through the Children's Aid Society of Hamilton's Transitioning to Adulthood program (HPI 07-09 and HPS 09-11) and the Catholic Children's Aid Society's Housing Youth Leaving Care and Youth Skills Training programs (HPI 07-09).

Seniors. The 2007–9 and 2009–11 Community Plans noted that an increasing number of seniors in Hamilton are becoming homeless or are precariously housed. In addition to providing capital funding to the Koo gaa da win Manitou complex, supportive housing for Aboriginal seniors, NHI/HPS funding also funded St. Matthew's House's Health Intervention for the Prevention of Homelessness of Older Persons (HIP HOP) program under SCPI I and HPS 09-11. HIP HOP assists seniors at risk of homelessness to maintain their housing or move from transitional housing to permanent, sustainable housing.

In one focus group, participants identified the number of housing and homelessness services for seniors that are being provided with other sources of funding that are similar to services provided by some agencies with HPS funds. Specific examples of services were eviction prevention, food programs, practical support services, working with landlords and CityHousing to help seniors live at home, community outreach, and health care. This was identified as a concern with regard to service planning, service integration, and missed opportunities to expand services. The issue from the perspective of service providers is that effective service planning must cross boundaries of sectors, governance, and jurisdiction. These are artificial barriers and for the City to plan housing and homelessness services effectively, it must navigate these barriers and not limit itself to working primarily with services and sectors that it currently manages. Another emergent issue which was also raised in an interview at a site visit and further discussed at the focus group was that there are few options for seniors as they age and their health status changes. The need was identified for HPS to fund agencies to develop capacity to support seniors wishing to remain at home. This was raised as a "rights" issue and compared to the same basic right that most people enjoy; which is to remain in their home as long as they wish. This is a particular issue for the social housing sector which has an underlying premise that housing is permanent.

Ex-offenders. The Elizabeth Fry Society received SCPI II and HPI 07-09 funds to extend the hours of operation of its STARS (Sex Trade Alternatives and Resources Services) drop-in program; STARS offers court support, VAW counselling, basic needs provisions, referrals to other resources, and housing assistance. Staff work with women prior to their release date from correctional facilities to help them access housing and address barriers to maintain that housing. Elizabeth Fry received further funds under

HPS 09-11 for its Criminalized Women's Resource Centre to facilitate the transition from correctional facilities back into the community.

The Bridge received HPI 07-09 and HPS 09-11 funds for integrated discharge planning, including assisting ex-offenders to find housing.²¹ The City of Hamilton received HPI 07-09 funds for its Finding Home – Confidential Counselling program that provided mobile assessment and counselling to ex-offenders experiencing homelessness. The John Howard Society received HPI 07-09 funds to develop a directory of community resources to help individuals leaving correctional facilities get settled in Hamilton.

At one focus group there was consensus that agencies working with people who have been involved in the criminal justice system are under-represented in HPS funding allocations relative to the large number of this population present in the total number of people facing housing instability or homelessness. A possible explanation discussed was the number of Provincial and Federal Ministries and multiple funding streams already involved in the sector whose main focus is more on moving people out of incarceration and out of the courts and less on successful reintegration back into their communities.

This population also faces prejudice and other barriers to accessing and maintaining housing and in the group's view, should be a priority at-risk population for increased HPS funding support and some protected funding to ensure a proportional level of funding in each HPS cycle. Service providers in this sector feel that some agencies funded under HPS to serve this population are turning clients away because these agencies lack expertise and capacity to deliver effective services, despite examples of innovative program partnerships with mainstream agencies. Several examples were cited where agencies serving mainstream clients had been able to access new funding to serve ex-offenders at the expense of those agencies with expertise in exclusively serving this population. This was seen to further negatively impact on overall system capacity and access for this population. The consensus was that funding allocations should build on the service system's existing strengths and that agencies with existing infrastructure and program expertise to serve this population should be acknowledged in funding allocation decisions.

Individuals with mental health issues and concurrent disorders. "To help support people with mental health issues and concurrent disorders obtain and maintain housing" was identified as a priority in both the 2007–2009 and 2009–2011 Community Plans; however, no programs or services were funded that specifically addressed this objective. (As discussed above under Infrastructure, however, Homestead Christian

²¹ The Bridge also received SCPI I funds for the purchase and renovation of a building.

Homes received HPI 07-09 funds to renovate and upgrade its Wentworth Program facility, renovating shared units into 25 private supportive housing units for people with mental illness.)

Refugees. Though the settlement needs of refugees and newcomers were not identified as a priority in the 2009-2011 *Community Plan*, Micah House received an HPS 09-11 allocation to hire a settlement and outreach worker to assist homeless refugee claimants to find appropriate housing.

Staff at the Family Centre reported that they are increasingly supporting refugee and newcomer families from a large catchment area outside of Hamilton as well as meeting local needs. Possible reasons cited were that based on positive referrals from others within their community people in need will travel far to access programs that are providing high quality services. The refugee and newcomer population was identified as growing in number and complexity of needs.

People with disabilities. Individuals with Fetal Alcohol Spectrum Disorder (FASD) have been identified as being particularly vulnerable to becoming homeless. SCPI I funded the Aboriginal Health Centre to screen Aboriginal youth for FASD and assist individuals with that diagnosis in accessing employment, vocational training, volunteer experience, and other types of supports intended to prevent homelessness.

At one focus group with representatives primarily from the physical disabilities community, service providers spoke of the challenges in addressing service demands for housing, support services, income security and food security. Consumer participants asserted that their community is made up of many people with multiple and complex needs. There was consensus in the group that this population requires a person-centred housing and homelessness system with a strong case management component to navigate and coordinate the multiple systems that are required to build necessary holistic service models that prevent homelessness and marginalization.

SCPI II funded the Disability Action Network Group (DANG) to provide an occupational therapist and social worker to help individuals with disabilities access disability benefits and social housing. Affordable housing projects, however, are not eligible for NHI/HPS funds under the Terms and Conditions of this program.

3.2.2 Health Programs and Services

IMPACT 8: NHI/HPS funds helped to remove the barriers to health care faced by street-involved people.

Access to health services. There are many barriers that face street-involved individuals attempting to access physical or mental health services. First, their identification, including health cards, is often lost or stolen. Second, they are often reluctant to seek care from mainstream health providers due to fears of discrimination, difficulties in arranging transportation, and an inability to be reached by phone to confirm checkups, among other barriers.

ID Clinics. SCPI I funded the Hamilton Urban Core Community Health Centre's Enhanced ID Clinic, which allowed people who are homeless or precariously housed to replace their ID, including health cards. SCPI II and HPI 07-09 funded the same agency's Prevention Program, which connected clients with the ID Clinic and provided other supports, including hygiene kits, health safety information, and harm reduction programming. The partnership between Urban Core CHC, Housing Help Centre and The Bridge was identified in one focus group as just skimming the surface of a much deeper and more prevalent problem than the current level of funding could address.

Outreach. SCPI I funded the City of Hamilton's Community Health Bus, an outreach program providing free services (including dental care, immunizations, and general health care) at five locations. SCPI II and HPI 07-09 funded the Hamilton Urban Core Community Health Centre's Access to Primary Care program, an outreach program providing services including primary health, oral health, and chiropody to individuals experiencing homelessness. HPI 07-09 and HPS 09-11 funded the Native Women's Centre's Aboriginal Healing and Wellness Outreach Program for precariously housed Aboriginal individuals and families living in poverty.

One population that is in particular need of outreach services is precariously housed seniors, who may have physical issues that make it difficult for them to leave their homes to access services. SCPI II and HPI 07-09 funded St. Matthew's House HIP HOP (Health Intervention to Prevent Homelessness of Older Persons) program to identify seniors in need and offer outreach services, including nursing, oral health, and chiropody.

On-site health services. On-site health services provide care to people who may not have health cards and by so doing reduce the burden on emergency rooms. SCPI I, SCPI II, HPI 07-09 funded the Salvation Army Booth Centre's Primary Health Care

Clinic, which provided services to people with physical health concerns, mental health issues, and concurrent disorders.

Transportation. The Niwasa Aboriginal Head Start Program received HPS 09-11 funding to purchase two vans to help low-income children and families access their services. The children attend pre-school and the parents access programs and services that include pre- and post-natal information, a dental hygienist, a public health dietician, early identification screening for children, traditional parenting workshops, and cultural events. Niwasa reports that HPS funding has decreased the barrier for participation in the program for 80% of clients, since transportation is a luxury that most of them cannot afford.

Aboriginal culture-specific services. In addition to the Native Women's Centre's outreach program mentioned above, HPI 07-09 funded the expansion of the Aboriginal Health Centre's Traditional Healing program and the Over-the-Counter Medication/Supplies program, and provided the funds for the Centre to hire an addictions/mental health worker to provide increased services to homeless individuals. (For more information on Aboriginal-specific funding, see Section 2.5.)

Coordination of health services. SCPI I funded four partner agencies – SISO (Settlement and Integration Services Organization), the Hamilton Urban Core Community Health Centre, and the Housing Help Centre – to provide a coordinated delivery of services including education, housing search assistance, emergency housing, food security, and health care. SCPI II and HPI 07-09 provided funds to the Salvation Army Booth Centre to hire a Hospital Shelters Education Coordinator (HSEC) to facilitate the discharge process of homeless individuals, improve collaboration and communication between hospitals and shelters, and provide informative presentations about homeless services.²²

Discharge planning. NHI/HPS money funded the development of two discharge bed programs for homeless individuals released from hospitals into the community: one, the Booth Centre's Discharge Bed Program, was a space dedicated to this purpose and the other, Claremont House, performs this function more informally. The Salvation Army's Booth Centre offered four dedicated discharge beds (it has now been replaced by the 15-bed Hospitals to Homes program), but did not permit clients to be intoxicated or use substances in their facility. Wesley Urban Ministries' Claremont House has sixteen beds that are dedicated to individuals who are dependent on alcohol and are chronically homeless; however, it often accommodates short-term stays (under three months) of

²² The Shelter Health Network grew out of this work.

people who have been discharged from hospitals who have alcohol or other substance abuse issues (whether chronic or periodic).

Both the Salvation Army's Discharge Bed Program and Wesley Urban Ministries' Claremont House were started with funding from SCPI II and received a sustaining allocation through HPI 07-09. Claremont House is now funded through the LHIN, while the Discharge Bed Program has been replaced by the Hospitals to Homes Program, which is funded through the LHIN and per diems.

3.3 ADMINISTRATION, RESEARCH, AND AWARENESS

In addition to direct investments in infrastructure and direct services to clients, the Community Plans also recommend a number of investments in administrative and research supports to the system, as well as educational and awareness initiatives for tenants and the broader community. These are, broadly:

Community Plan Priorities

- **HIFIS implementation** – Implement HIFIS in all shelters and expand the application of HIFIS to better meet the needs of other service providers such as drop-in services and food banks (2003-7)
- **Research** – Conduct research into food security (2000-3); the physical capacity of the shelter system (2000-3); the shelter needs of seniors (2000-3); statistics on Aboriginal homelessness (2000-3); affordable housing (2000-3); Fetal Alcohol Spectrum Disorder (2000-3; 2003-7); funding opportunities and a “business plan” for homelessness (2003-7); and the implementation of *Everyone Has a Home* (2007-9)
- **Education and awareness** – Bring food agencies and the broader community together to work on a public awareness campaign on hunger related issues (2000-3); support an initiative to educate tenants (2000-3); increase awareness and understanding of Fetal Alcohol Spectrum Disorder (FASD) (2004-6)
- **Staff and volunteer training** – Enhance the skills of staff and volunteers working with people experiencing homelessness (2000–3; 2007-9; 2009-11)

HPS Allocations

HIFIS implementation. The Federal Government introduced the Homeless Individuals and Families Information System (HIFIS) software to increase the capacity of shelters to collect and record statistics about clients and to create a national database. The HIFIS Initiative is designed to capture comprehensive data on the homeless population and on shelter use for reporting at the national level. The HIFIS Initiative helps communities to understand the characteristics of homeless people using shelter services, with a goal of maximizing the impact of the community planning process.

HIFIS was implemented in all emergency shelters (excluding VAW shelters) by 2005 (*Community Plan Assessment, 2007, p. 4*), and SCPI II funded Hamilton Food Share to implement HIFIS. Several organizations consulted expressed frustration with HIFIS and with HPS reporting requirements, feeling that they do not provide accurate representations of who is being served or generate useful data for analysis. For example, HIFIS has not been implemented in the VAW system. However, VAW shelters often accommodate women seeking shelter for reasons other than partner abuse. This means that accurately tracking the number of women seeking emergency shelter on a given night or in a given year is not possible within the current data collection system.

Through HIFIS, staff at shelters are required to track 1) the number of unique individuals and 2) the gender of these individuals. Many stakeholders expressed concern that it would be helpful to have statistics on the ethnicity of clients; however, they also expressed concerns that if this were to be tracked it would be a subjective assessment and would likely not yield reliable data.

The Hamilton Executive Directors' Aboriginal Coalition (HEDAC) is implementing different case management software in its agencies: CAISI (Client Access to Integrated Services and Information). HEDAC feels that the advantage of CAISI is the ability to track an individual's progress across agencies (if the client gives permission for his or her information to be shared in this way). They critiqued the HPS reporting requirements, suggesting that the questions asked do not accurately reflect the impacts that particular programs have on clients' lives. For example, asking for the number of unique individuals served in a month does not capture the number of times a unique individual is served; however, that person may be receiving intensive case management services and experiencing positive outcomes.

In its *Submission to the Government of Canada's 2009 Consultations on Federal Housing and Homelessness Investments*, the City of Hamilton echoed some of these concerns, noting that HIFIS's "usefulness is limited because of its Foxpro platform, the

inability to go web-based and the limited case management function” and suggesting that the Federal Government switch its support from HIFIS “to a program that is more flexible and possibly something that is open source such as CAISI” (p. 2). However, HRSDC’s 2009–2011 *Terms and Conditions* prohibits Communities from using HPS funds to purchase “alternative software that performs similar functions to the Homeless Individuals and Families Information System software” and the 2011–2014 *Reference Guide* adds that Communities also cannot use HPS funds “to enhance an alternative system to HIFIS or to train staff on alternative software.”

Research. The specific research projects identified in the various Community Plans (2000-3: food security system, physical capacity of shelter system, shelter needs of seniors, Aboriginal homelessness, affordable housing; 2003-7: Fetal Alcohol Spectrum Disorder; funding opportunities and a homelessness “business plan”; and 2007-9: evaluation of the implementation of *Everyone Has a Home*) do not appear in the City of Hamilton’s Excel spreadsheet of NHI/HPS-funded projects.

The spreadsheet lists four allocations: three under SCPI I – 1) the McMaster University School of Nursing, to conduct a health needs assessment, analyze the prevalence and priority of health problems, and produce a community action plan; 2) McQuesten Legal and Community Services and the SPRC, to produce a study on the housing needs of people with disabilities in Hamilton (*Freedom House* report); and 3) the SPRC, to produce a *Report Card to the Community* on housing and homelessness in Hamilton – and one under HPS 09-11 – the Welcome Inn, to produce an *Emergency Food Strategic Plan*.

The document review and the consultation process revealed a substantial number of reports that credited NHI/HPS funding with their production; for example, the three *On Any Given Night* reports (published in 2006, 2007, and 2010). Many research projects are funded informally through the City’s administrative allocation from HPS; please see Section 3.4 Community Entity Administration and Projects.

Education and awareness. SCPI I funded the Aboriginal Health Centre to raise awareness of Fetal Alcohol Spectrum Disorder (FASD) within Aboriginal and non-Aboriginal youth-serving agencies and within the community of Hamilton. SCPI I also funded the Housing Help Centre’s Tenant Education Project, a program that provides education, outreach, and ongoing support to at-risk tenants, and HPS 09-11 funded the same agency to expand its tenant outreach service to include an intensive housing loss retention component for tenants facing imminent eviction as well as tenants identified as having significant barriers to maintaining housing. SCPI II and HPI 07-09 funded the Tenant Education and Outreach Initiative run by SHAC (Solutions for Housing Action

Committee), which creates and distributes informative materials and delivers workshops to advise low-income tenants about their rights and the resources available to them, and HPS 09-11 allocated funds to the Housing Help Centre for a Rooming House Coordinator, an individual whose responsibilities include educating the community about rooming house issues. SCPI I also funded the Housing Help Centre to produce a video titled “Room at the Inn,” which gives a history of rooming houses and interviews tenants about homelessness and the adequacy of housing in Hamilton.

Staff and volunteer training. SCPI I funded training for shelter staff and second-stage housing staff at Good Shepherd and Mission Services on topics such as Dealing with Alcoholics and Drug Addicts, Dealing with Angry or Hostile Clients, Domestic Violence, and First Aid. The Neighbour to Neighbour Centre’s Resource Counselling Program received SCPI II and HPI 07-09 funds to train volunteers to complete intakes, make referrals, and provide support to food bank clients in a confidential and sensitive manner.

While training for staff and volunteers has been identified as a priority in the last two Community Plans, only one community-based program – Neighbour to Neighbour Centre’s Resource Counselling Program – received funding for this purpose. The City of Hamilton, however, has used its general administrative allocation to fund a training needs assessment of staff and volunteers serving homeless and street-involved individuals and contract with HCCI to provide Anti-Racism/Anti-Oppression (ARAO) training to staff working in shelters and other HPS-funded agencies. (It should also be noted that the needs assessment identified ARAO as a starting point, not as the only type of training needed.)

3.4 COMMUNITY ENTITY ADMINISTRATION AND PROJECTS

Under HPS, the Community Entity is permitted to access up to 15% of the total funds for administrative purposes; over the last ten years of NHI/HPS funding, the City of Hamilton has accessed 9.4% (\$4.4 million of the \$47 million received). This lower than allowable amount is possible because of a commitment on the part of the Housing and Homelessness management team to direct the maximum amount of funds to service delivery. They also utilize available internal capacity within the larger administration, which facilitates off-setting of costs and allows for “borrowing” of internal expertise and resources to address skills and resource shortfalls within their division.

This allocation funds 5.5 full-time employees: a Program Manager, Senior Policy Analyst, Social Policy Analyst, Grants Analyst, Program Secretary, and half of a Financial Assistant. The Grants Analyst, Program Secretary, and Financial Assistant are

dedicated to the administration of HPS and research, evaluation, and monitoring activities. The other positions are also responsible for some administrative tasks (submitting applications, filing claims, supporting the Community Advisory Board, organizing Calls for Applications, etc), but invest the balance of their time in research, education, awareness, and capacity-building projects. In addition, City staff have from the earliest days of SCPI and subsequent funding iterations provided service planning, community capacity building and community development support to the housing and homelessness sector to optimize the outcomes related to funding and service expansion.

Examples of recent projects that the NHI/HPS administrative allocation has funded include the following:

Initiatives

- Participating in and co-chairing the Emergency Food System Strategic Plan implementation committee
- Coordinating the development of *No One Goes Hungry: Strategic Directions for Hamilton's Emergency Food System*
- Coordinating the development of the *Housing and Homelessness Action Plan*
- Coordinating the development of the *Blueprint for Emergency Shelter Services*
- Coordinating the implementation of the Homeless Individuals and Families Information System (HIFIS) data collection software in Hamilton's shelters
- Implementing Anti-Racism/Anti-Oppression (ARAO) training for staff (contracted to HCCI)
- Hosting HPS teleforums
- Organizing and hosting community forums on: Housing First, System Planning, and Community Collaboration

Reports

- Conducting a needs assessment of the training needs for staff and volunteers serving people experiencing homelessness
- Overseeing the development of the *Emergency Food Needs Assessment*, Phases I and II (contracted to SPRC)
- Coordinating the evaluation of Hamilton's trusteeship programs (contracted to MCC Workplace Solutions)
- *On Any Given Night* 2007, 2008, and 2010
- *Hamilton Homelessness Bulletin* 2009
- Assisting with the development of Housing Policies & Targets for Hamilton's Official Plan
- *Housing with Supports Assets and Gaps Research Report* (in progress)
- Compiling the Transitional Housing for Youth Focus Group Findings

Participation on Committees

- Tenant Advisory Committee
- Food, Shelter & Housing Advisory Committee
- Hamilton Funders Network
- Housing with Supports Working Group
- Hamilton Addiction and Mental Health Network (HAMHN) Housing Working Group
- Community Food Security Committee
- Hamilton Emergency Shelter Integration & Coordination Committee (HESICC)
- Hamilton Emergency Food Strategic Planning Committee

4. GAPS AND BRIDGES

This section describes the key ways in which the Homelessness Partnering Strategy has contributed to the housing and homelessness service system and sector development in Hamilton.

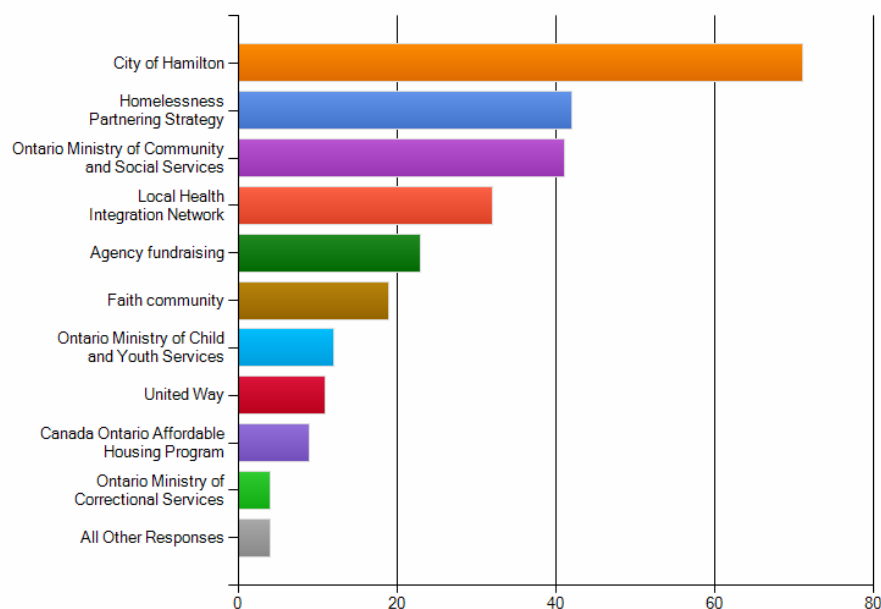
Over the course of federal funding since SCPI I to the present, both the City and the service provider community have begun to engage in differing levels of service and system planning, have deepened their analysis of causes of homelessness, and have shown creativity in partnerships and collaborations to deliver needed services. The significant growth during the past ten years and the short cycles of federal funding have also created some challenges which the City and the service provider community have had to manage and integrate into their vision for the housing and homelessness service system in Hamilton.

4.1 FUNDING GAPS AND OPPORTUNITIES

The web survey revealed that the primary source of funding for housing and homelessness services in Hamilton is the City of Hamilton, followed by HPS and MCSS.

TABLE 4.1 Funding Sources for Service Providers in Hamilton

What are your main funding sources for the housing and homelessness services that you provide?



Service providers in Hamilton have a complex relationship to NHI/HPS funding. On the one hand, they speak in glowing terms of the much-needed programs and facilities this funding has allowed them to provide. One person noted that, “finally, we felt like someone was paying attention to the problem of homelessness and directing real funds toward addressing it.” Another person said, “This has been an amazing thing for our community and for the country as a whole.”

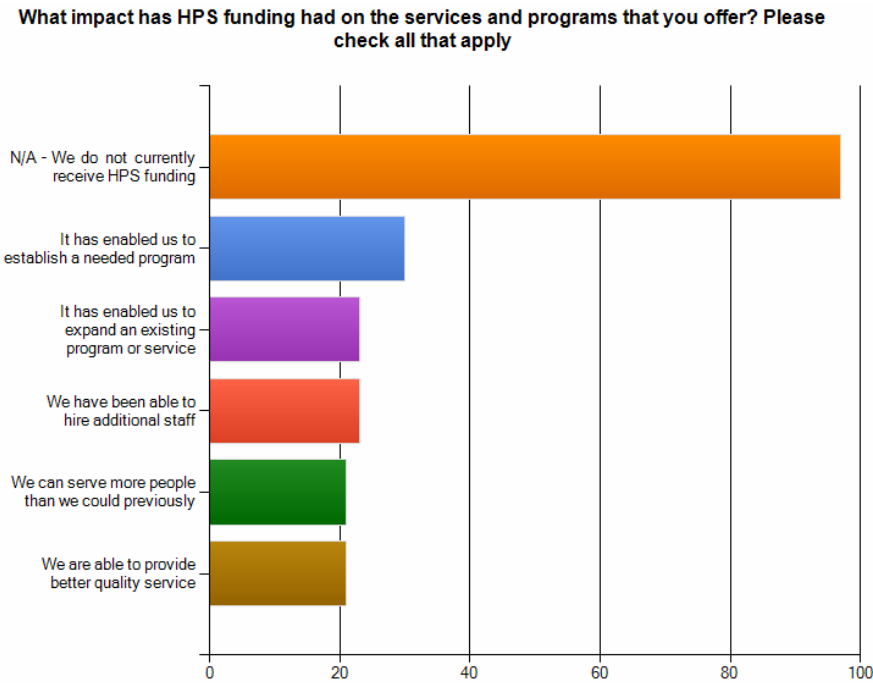
However, all service providers expressed deep concerns that all of the progress that Hamilton has made toward building a strong system of supports is threatened by the instability of the funding model. One person noted that “it’s more expensive to fund crisis response than it is to fund stabilizing programs.” The media has dubbed people experiencing chronic homelessness “million-dollar men,”²³ an indication of the tremendous amount of money that is spent on crisis-level response to their needs by emergency rooms, ambulances, prisons, and other resources rather than “solving” their homelessness.²⁴

Some service providers fund core staff through NHI/HPS funds and indicated that they would have to close their doors if the funding were to be cancelled. Some people expressed concerns that the funding was being used for projects rather than core needs, while others worried that propping up core services and core staff with short-term funds left clients at greater risk. Sixty-nine percent of web survey respondents indicated that they do not currently receive HPS funding for the services or programs they provide. Those who did receive HPS funding indicated that the money had had a strong impact on their ability to provide or expand their programming. See **Table 4.2** for details.

²³ See, for example “Million Dollar Murray” by Malcolm Gladwell, *The New Yorker*, February 13, 2006.

²⁴ Building on this insight, the LHIN has committed core funding to Claremont House in recognition that the program diverts clients from seeking care from emergency rooms.

TABLE 4.2 Impact of HPS Funding on Services Provided in Hamilton



All service providers consulted spoke of prolonged and concerted efforts to procure funds for core housing and homelessness services from other government sources and funding bodies with little success. The reality is that there are often no other sources of funding for particular programs. (See Section 3.1 for further discussion of available sources of funding.)

Each funding body – whether the City, the provincial government, the Local Health Integration Network (LHIN), etc. – has its own mandate and set of priorities. Very often the members of society who are most vulnerable fall through the cracks between these mandates and priorities. NHI/HPS funding, with its fairly open-ended guidelines, is often the only resource available. For example, single women experiencing homelessness, though they are often confronted by violence, are not eligible for provincially funded Violence Against Women (VAW) services.

In Hamilton, HPS funding has at times provided a successful transitional bridge for programs that fit within the mandate of other funders. For example, Claremont House has secured core funding from the LHIN in recognition of the role it plays in diverting clients from emergency rooms and shelters. The Salvation Army also successfully secured funding from the LHIN for its discharge bed program, which has now been replaced by the Hospitals to Homes Program and is sustained through a combination of LHIN and per diem funding. However, LHINs have a specific mandate to fund health

care projects that are driven by provincial health system priorities, and other health-oriented programs have not been deemed to fit this mandate (e.g. primary care Nurse Practitioners working in the Shelter Health Network or mental health counsellors serving homeless and at-risk youth). Further, there are other programs – even programs recognized as critical components of the housing and homelessness service system, such as trusteeships and transitional housing for young people – that have not so far been able to secure other sources of funding, despite repeated efforts. As discussed in Section 2.1, the Federal and Provincial Government have downloaded much of the responsibility for housing and homelessness services, but the City only generates so much money through its property taxes and is not always able to meet the identified needs.

Many funding streams come with terms and conditions that require partnerships and community collaboration; however collaboration development, service coordination and community engagement are not “allowable” budget expenditures or are not funded realistically relative to staffing demands. Both same sector and cross sector collaboration are complex and time-intensive tasks that do not easily fit into short-term funding envelopes. Project funding promotes the myth that collaboration and service planning are core activities to be funded by the primary funder; however many agencies and programs are heavily reliant on piecemeal and/or short term funding to support the housing and homelessness component of their service models and do not have an obvious core funder to support operations.

An opportunity for further system development is for the service provider community and the city’s housing and homelessness division to use an existing forum such as the Funders Network to bring forward issues such as funding coordination and evidence-based service development. A needed improvement to address the frustrations voiced by many stakeholders would be a coordinated approach by all levels of government that collapses funding silos and achieves consensus on priorities for interventions that promote community health and well-being in general and permanent housing and homelessness prevention more specifically. Such an approach would recognize the core services and infrastructural supports necessary to address homelessness and would fund these in a stable, long-term fashion. Such an approach could also make strides toward addressing the systemic problems that produce conditions of poverty and homelessness – for example, access to an adequate income and safe, affordable housing.

Over time, the focus of HPS shifted from strengthening services that support people who are homeless to a “housing first” approach which is intended to move people quickly into housing. (See Section 2.4.2 for further discussion of this shift.)

Concerns were voiced at the CAB meeting that the “housing first” model should not become the “housing only” model. There was significant discussion and agreement that homelessness is a complex issue and can’t be resolved by action on only one front. While the emphasis on ending homelessness is necessary, there are some concerns with the “housing first” approach. The following points reflect the issues raised in the stakeholder consultation and are presented as opportunities for further discussion to inform service and system development:

- 1) There is a need for a full range of affordable rental housing options, including permanent affordable housing as well as transitional and supported housing; the Canada Ontario Affordable Housing Program is a step in the right direction, but will not provide enough housing to address needs. Several stakeholders spoke of the staff time invested in securing stable housing for clients and the challenges of matching housing availability with the unique needs of their clients in an environment of few choices and overall low quality of available housing stock.
- 2) Transitional and supported housing requires ongoing funding for the supports that are essential to address the underlying issues that contributed to people becoming homeless in order to help them to maintain their housing. The required case management is slow work and does not yield high results within a funding term even though it contributes to long term housing stability, more efficient service utilization and improved sense of individual well-being.
- 3) Individuals become homeless because other systems have failed, e.g. inappropriate discharge from hospital to a shelter or insufficient home support services leading to a senior facing eviction. Significant coordination, communication and cooperation may be required between these human service systems to provide the right level of support at the right time and from the right services to maintain housing.
- 4) It is important, too, to keep the focus on the populations being served. One of the objectives in the SCPI I Reference Guide was “to improve the social, health, and economic well-being of people who are homeless” (p. 6). This phrase does not appear again in the NHI/HPS Reference Guides; the closest the 2007–2011 guidelines come is, “Ensuring tangible and direct response to client needs and measurable outcomes for clients” (p. 3). In the absence of clear guidance from funders, the housing and homelessness sector can establish its own social outcomes to focus its service planning and system development processes and respond to the unique needs presented by its priority populations.

4.2 SYSTEM GAPS AND OPPORTUNITIES

This section is intended to identify areas that lie within the City's control and/or within the housing and homelessness service system and can be addressed within the context of the new Housing and Homelessness Planning process. These efforts would enhance system-wide service delivery and help to build bridges between City services and those provided in the community.

There is some awareness among service providers of the *Vision 20/20* document that articulates the City's values and approach to human services. However there was some concern expressed that these values must be translated into daily operations and practices in all City departments to have any bearing on overall performance in customer service. Several stakeholders expressed their appreciation of the commitment to change that the City has articulated and the strong values of community partnership expressed in its outreach to the service provider community in recent years. The Human Services Planning Initiative was seen as an excellent example of the City mobilizing community knowledge to enhance its community service planning and delivery. Another example raised was the decision to co-lead the current Housing and Homelessness Action Planning group in partnership with the Affordable Housing Flagship.

Service Delivery and Coordination

The following issues about city services were raised by several stakeholders in the consultation and can be assumed to represent areas for further discussion and development. In several focus groups and interviews, the issue of unnecessary rules and policy or practice contradictions came up as an area to be resolved. Over and over again we heard the need for the City to develop overarching customer service values and person-centred service delivery to break down internal barriers and address service inconsistency at all levels of its core services.

Some issues cited were:

- City could begin to address the departmental silos between Public Health, Income Security, and Housing and Homelessness;
- There is a perception of discriminatory rental practices by City Housing Hamilton that disadvantage those with a previous eviction history;
- There is a lack of timely follow up by City Housing Hamilton to complaints about discrimination and human rights breaches by City staff and tenants in City-managed housing;

- There is a perception of poor coordination between Housing and Homelessness and Public Health to develop emergency plans for vulnerable populations and to coordinate with emergency planning activities being undertaken by agencies. This issue was presented as one of conflicting values between those with a focus on serving vulnerable populations and those with a mandate to serve the wider public;
- There is a perception that Income Security staff are not sensitive or skilled at providing service to vulnerable populations and people in crisis. A solution proposed in a focus group was for cross-training between Housing and Homelessness and Income Security in order to enhance customer service for vulnerable people. An additional benefit of this training was a potential early identification of clients in crisis and at risk of self-harm ;
- Several interviewees stated that increased coordination and communication between the Planning Department and Housing and Homelessness Division would ensure that all City departments are working in concert to support capital projects funded by HPS. The specific issues identified were zoning and building regulations that were not planned for resulting in project delays. Another related issue was community opposition and if the Planning Department had a role to play in community education to increase acceptance of agencies serving people experiencing homelessness;
- Several agencies cited the need for increased coordination between Property Tax and Housing and Homelessness to ensure that service providers are not over-burdened to the extent that it depletes their thin budgets, compromises direct service and leads to potential unspent funds within the funding term;
- Another issue cited by service providers was the application of Provincial rent-gear-to-income rules that prohibit people from accessing the Rent Bank; and Provincial Income Security rules which limit access to financial supports and loan programs. These were seen as working against housing stability and undermining the goals of the Housing and Homelessness system. Despite jurisdictional authority concerns, service providers saw the City as having an advocacy role to mitigate these broader systemic issues.

The following issues identified in the stakeholder consultations address areas of development for the housing and homelessness sector and the many sectors with which it routinely engages as partners.

Several times issues of increased coordination were raised. Although an interviewee and focus group participant stated that the number of active networks and service planning initiatives is a worthy achievement, the challenges of coordination remain present. There were opinions that this is a systems design strategy and that solutions lie

in redefining service outcomes. Some others expressed the opinion that this requires a person-centred service model with staff in the role of case manager or system navigator to address coordination issues.

At site visits and in conversations with service providers it was evident that agencies are following any number of different strategies to address this issue and when asked about knowledge sharing, it was not cited as an area of shared learning or training topic.

Planning

There were concerns raised about the absence of an evidence-based framework to guide Housing and Homelessness system planning. Although stakeholders saw this as a shared responsibility, nonetheless there was an expectation that the City had a leadership role in guiding this approach to service planning. The work done in the City of Ottawa was cited at several interviews and focus groups as an exemplary model. Specific mentions included their Managed Alcohol program; Street Health and Primary Care; Coordinated Access; and their negotiation with Service Canada to simplify HPS reporting forms. A framework founded on concepts such as “No Wrong Door”; one-stop access; system navigators; and people-centred planning were mentioned as examples that would significantly bring needed benefits to system development and positive outcomes for clients.

Funding Allocations

Several interviewees raised the issue of uneven funding and growth within the system relative to the needs and priorities in the community. This was identified as partly driven by funders and historic investments but several individuals were eager to begin transparent discussions about priorities. These “hard” conversations are seen as essential if future system development and funding is to be focused and driven by shared values and interpretation of evidence of need.

Several individuals are also keen to broaden the scope of the housing and homelessness sector to include all those who serve people who are at risk of homelessness or experiencing homelessness. This was expressed as a concern that the current sector continues to be shaped by types of funding and that there are still some silos to break down. An example of this is agencies serving ex-offenders who have strong linkages within the sector from the perspective of service delivery but a more tangential relationship to the housing and homelessness sector due to their funding profile and history. Another example cited was supports to seniors where home support services are funded through CCACs and community agencies but services are

fragmented because of the different affiliations and funding profiles of service providers leading to conflicting values and differing service outcomes.

Data Collection and Management

Service providers expressed concern that there is little demonstrated utility of data collected through HIFIS and City staff expressed concern that the federal HPS reporting forms and municipal HPS agency close out summaries are focused more on descriptions of program activities and their related outputs and less on results relative to targets, unmet needs, changes to client conditions and data that could identify areas for program improvement. The quantitative data collected says little about client type, client need, or types of services provided.

Low use of data is in part because the data collected does not provide sufficient insight about program effectiveness and also because the data does not lend itself to benchmarking program performance year to year or across similar services within the system. In other words, service providers are collecting data that does not address their own program/agency priorities. A further concern is that, while definitions are provided for each data field, these definitions are often interpreted differently by service providers and HPS administrators at the federal level. This further inhibits evidence-based program planning.

There was no evidence found to suggest that HPS results data was used by staff or the CAB to support allocation decisions or identification of areas of priority for further investment. Many service providers identified the significant staff time and stress related to HPS data collection and reporting. In addition staff training and data management systems were required investments despite the short term nature of HPS funding and detracted scarce resources away from service provision. The City also has dedicated staff to support accurate, timely compliance with HPS data reporting requirements. In total there are significant resources invested in data collecting and reporting which are not yielding the degree of program specific information that agencies can use to improve program effectiveness and system specific performance information that the City can use to measure its own effectiveness as the system manager.

5.3 Concluding Comments

Over the course of federal funding since SCPI I to the present, both the City and the service provider community have begun to engage in differing levels of service and system planning, have deepened their analysis of the causes of homelessness, and have shown creativity in partnerships and collaborations to deliver needed services. The

significant growth during the past ten years and the short cycles of federal funding have also created some challenges which the City and the service provider community have had to manage and integrate into their vision for the housing and homelessness service system in Hamilton.

Despite growing economic hardship in the wider community, obvious shortfalls in service capacity, and increasing demands on service, agencies have managed to keep pace through innovations, alternative revenue generation, and increased collaboration and mutual support within their networks. There is strong commitment between the City and its service partners to be actively engaged in service planning and system development. At the local level agencies are expanding and developing networks to engage in knowledge sharing and service coordination as a result of the increased resources provided by HPS. Much of this planning activity has become structured and new service models and relationships appear to have some certainty of being sustained beyond the terms of HPS funding.

The preceding section provides areas for discussion and a focus for further system development. Given the extensive collaboration and planning already underway and the strong relationships and good will shared by participants in planning initiatives, there is a strong predictor for positive system development in the future.

In short, the administration, implementation, and management of the Homelessness Partnering Strategy – both from the perspective of the City as the Community Entity and system manager and from the perspective of agencies receiving funding – has brought extraordinary value to the community of Hamilton.

APPENDIX A

SAMPLE OF INTERVIEW AND FOCUS GROUP GUIDES

Focus group with Networks – Corrections
Questions
Purpose of the consultation Confidentiality and how findings will be shared
What is the main purpose of your Network? How long have you existed? Do you receive funding to support the Network? If so, where from?
Who is your core membership? Who is not at the table but needs to be represented? Do you have a sense of why they are not here? How does this gap impact on your service planning?
In your opinion how has service planning changed as a result of HPS funding? What about service delivery or agency capacity? Describe these changes.
How would you assess the impact of HPS funding on the H&H system as a whole? Describe specific impacts that are directly linked to HPS funding.
Describe how HPS funding has made a contribution to positive life changes for your clients. Which of these results would not have been achieved without HPS funding?
Looking at the system as a whole, how well do you think your clients' needs are addressed? Do you have a sense of why they are/are not addressed
What immediate opportunities do you see that would make things better? Are there some longer term growth opportunities that would make a difference?
As a network, what are your short and long term priorities in service planning and system development?
Any last thoughts that you want to raise at this time? THANK YOU

Interview with Agency EDs or Managers – HPS-funded Youth-Serving Agency
Questions
Purpose of the consultation. Confidentiality and how findings will be shared.
Describe the agency, types of programs, client profile, types of funding, size, how long you have been around, stand-alone or part of a larger agency, your niche and who else provides same or similar services
Can you describe the impact of HPS funding on your agency; did it meet your needs; did it present any new challenges; were you able to access new funding through leveraging HPS; how did it change your service mix? WYH uses HPS funding to fund two core staff positions - so without HPS funding they would have to close their doors.
To what degree has HPS facilitated service integration; service continuity; service gaps; service planning and organizational capacity over and above what would have happened without HPS?
How does your agency learn and develop? Who do learn from? How is practitioner-based knowledge exchanged?
Can you describe the networks, partnerships and service planning initiatives you are engaged in; what role do you play; how has your involvement changed your agency; how has it changed the system as a whole; how has it changed your services?
How does the City's Strategic Plan and/or Community Plan for H&H impact your agency; does it drive future service development; service priorities, new ways of delivering services, new partnership development? . One of the Community Plan priorities was to facilitate the transition into housing of youth leaving care. It would be good to probe whether this is one WYH's identified priorities and whether they have specific programs, supports, workers, etc. in place to focus on this population.
Looking at the system as a whole, how well do you think clients' needs are addressed? What do you see as the immediate issues that would make things better?
Where do you see the best growth opportunities that would contribute to improved outcomes for your clients?
If you were the H&H system architect and charged with making improvements, what specific things would you address?
Are there any other issues that we have not touched on? Thank you.

Interview with Program Staff – HPS-funded Youth-Serving Agency
Questions
Purpose of the consultation Confidentiality
How well do you think program participants are able to access the services they need across the continuum of housing and homelessness? Is this situation getting better or worse? Describe.
Where do you think the most significant gaps in services are for your clients? Why do you think these gaps exist?
Thinking about your clients, are there any services that you think could be offered differently, more of, less of, new services, new ways of service delivery?
Thinking about HPS funds: can you describe the impact on your agency?
If you were to have more funds available, what priority would you address? Is this an agency priority or is it a system priority?
Thinking about the Housing and Homelessness system as a whole, what role does your agency play; is your role unique; if your role changed what would be the impact on the system?
Which agencies, networks or sectors do you regularly work with; describe your role; how you work together; what needs you address and the benefits to you and your clients?
Do you have any organized ways of discussing what works and does not work with other agency staff? Who do you share with? What difference does it make to you and others?
Thinking about the system as a whole, if you could change 3 things to improve it, what would these be?
Are there any other issues we have not touched on? Thank you.

APPENDIX B

CONSULTATIONS

Site Visits (8)

#	Location	Date	Individuals Consulted
1	Wesley Urban Ministries Claremont House	November 30, 2010	<ul style="list-style-type: none"> • Dyanne Semogas, Program Director • Kianosh Kevyani, Assistant Director
2 3 4	Good Shepherd Centres <ul style="list-style-type: none"> • Family Centre • Mary's Place • Good Shepherd Square (under construction) 	December 2, 2010	<ul style="list-style-type: none"> • Alan Whittle, Director of Community Relations and Planning, Good Shepherd Centres • Lisa Klinger, Director, Family Centre • Medora Uppal, Director, Women's Services
5	Wesley Urban Ministries Wesley Youth Housing	December 6, 2010	<ul style="list-style-type: none"> • Denise Scott, Director of Youth Housing and Outreach Services, Wesley Urban Ministries
6	Urban Native Homes Inc. Koo gaa da win Manitou	December 13, 2010	<ul style="list-style-type: none"> • Janice Lewis-Deeley, Executive Director, Urban Native Homes • Ingrid Nosal, Housing Service Coordinator

Focus Groups with Networks (4)

#	Network	Date	Participants
1	Street Youth Planning Collaborative	November 15, 2010	<ul style="list-style-type: none"> • Loretta Hill-Finamore, Chair of Street Youth Planning Collaborative; Director, Youth Services, Good Shepherd Centres; Chair of Community Advisory Board; Member of Housing and Homelessness Action Plan Committee • Rocco Gizzarelli, Director of Services, Catholic Children's Aid Society of Hamilton • Denise Scott, Director, Youth Housing and Outreach Services, Wesley Urban Ministries • Amy Durkin, Program Supervisor, Wesley Youth Housing
	Street Youth Planning Collaborative	November 15, 2010	<ul style="list-style-type: none"> • Megan Hemlow, Addictions Counsellor, Alternatives for Youth • Kathy Holmes, Clinical Team Leader, Catholic Family Services, St Martin's Manor • Karen Craig, Program Director, Living Rock Ministries

#	Network	Date	Participants
	<i>(continued)</i>		<ul style="list-style-type: none"> • Paula Forbes, Associate Director, Clinical and Community Programs, Catholic Family Services; Chair of Young Parent Network • Norma Joaquim, Program Manager, Youth Services, Good Shepherd Centres, Brennan House and Angela's Place • Francisca Sarpong, Program Manager, Youth Services, Good Shepherd Centres, Notre Dame Community Resource Centre, Notre Dame School, and Notre Dame House • Erika Morton, recently hired Social Planner with the Street Youth Planning Collaborative, Social Planning and Research Council of Hamilton • Jennie Vengris, outgoing Social Planner with the Street Youth Planning Collaborative, Social Planning and Research Council of Hamilton
2	Affordable Housing Flagship	November 17, 2010	<ul style="list-style-type: none"> • Larry Huibers, Housing Help Centre • Gillian Hendry, City of Hamilton • Denise Doyle, YWCA Hamilton • Doug Duke, Hamilton-Halton Homebuilders Association • Fran Chesney, MS Society of Canada • Jahan Zeb, Hamilton Immigration Partnership Council • Megan Platts, Realtors® Association of Hamilton-Burlington • Cindy Sue Montana McCormack (alternate for Janice Lewis), HEDAC • Brett Barnes, CMHC • Tim Rees, Immigration Partnership Council • Tom Cooper, Hamilton Roundtable on Poverty Reduction (HRPR) • Dave Brodati, City of Hamilton • John Hawker, Tenant Advisory Committee • Alan Whittle, Good Shepherd • Conrad Zurini, Re/Max Del Mar Realty Inc. • Renée Wetselaar, SPRC / AHF • Jeff Neven, Homestead Christian Care; AHF Co-chair • Bob McConkey, Habitat for Humanity

#	Network	Date	Participants
3	Hamilton Executive Directors' Aboriginal Coalition (HEDAC)	December 1, 2010	<ul style="list-style-type: none"> • Marilyn Wright, Co-chair of HEDAC; Executive Director, Aboriginal Health Centre; President, Urban Native Homes • Elize Hartley, Co-chair of HEDAC; President, Métis Women's Circle • Cindy Sue Montana McCormack, Social Planner, SPRC • Teresa Workman, Executive Administrator, HEDAC • Gordon Gong, Program Manager, HEDAC • Laura Workman, Executive Assistant, Native Women's Centre • Melanie McAulay, Executive Director, Sacajawea Non-Profit Homes • Janice Lewis-Deeley, Executive Director, Urban Native Homes • Monique Lavallee, Executive Director, Niwasa • Crystal St. Jean, SPRC student
4	Woman Abuse Working Group (WAWG)	December 9, 2010	<ul style="list-style-type: none"> • Valerie Sadler, Inasmuch House, Mission Services; Chair of WAWG • Medora Uppal, Women's Services, Good Shepherd Centres • Natasha Dobler, Women's Centre of Hamilton • Kim Martin, WAWG coordinator • Andrea Kelly, Interval House • Anne, Interval House • Rosemary, Immigrant Women's Centre • Dave Dunbar, Hamilton Police • Dana Gillespie-Tozer, Catholic Family Services • Diana Tikasz, Hamilton Health Sciences • Redenka Lasesen, Immigrant Women's Centre • Ruth Wells, MCSS • Maggie Schoen, Good Shepherd Centres

Other Focus Groups (8)

#	Topic	Date	Participants
1	Community Advisory Board (CAB)	December 7, 2010	<ul style="list-style-type: none"> • Loretta Hill-Finamore, Chair of CAB • Frank Passaro, Vice-Chair of CAB • Gillian Hendry, City of Hamilton • Brian Kreps, City of Hamilton • Mara Fortino, HRSDC; Ex-officio Member of CAB • Tom Mobley, Voting Member of CAB • Ron Sharegan, Voting Member of CAB • Fran Chesney, Voting Member of CAB • Melanie MacAulay, Voting Member of CAB • Cindy-Sue Montana McCormack, Ex-officio Member of CAB • Michele Attard, City of Hamilton • Molly Elliott, City of Hamilton • Catherine Pead, Voting Member of CAB • Larry Huibers, Voting Member of CAB
2	Housing supports	December 8, 2010	<ul style="list-style-type: none"> • Larry Huibers, Housing Help Centre • Dean Waterfield, Wesley Urban Ministries, Transitions to Homes • Meaghan Ross, Tenant Education and Outreach, Housing Help Centre • Kate Bradd, McMaster University student • Lil Acevedo, Housing Help Centre • Kathryn Strachyra, Housing Help Centre • Henry Aviles, Housing Help Centre • Jackie Rickards, Bridge Program, Housing Help Centre • Anna Ochnik, Rooming House Coordinator
3	Disabilities	December 9, 2010	<ul style="list-style-type: none"> • Fran Chesney, Executive Director, MS Society of Canada • Louise MacRae, Hamilton Region, Ontario Solutions Alliance • Maike Zinabou, Director, West Central Ontario Resource Centre, Huntington Society of Canada

#	Topic	Date	Participants
	Disabilities (continued)	December 9, 2010	<ul style="list-style-type: none"> • Sandi Mugford, Hamilton Health Sciences, Regional Rehabilitation Centre <p>Five consumers participated; they provided their first names:</p> <ul style="list-style-type: none"> • Linda • Anna • Terri • Sharon • Jenny
4	People leaving correctional facilities	December 10, 2010	<ul style="list-style-type: none"> • Leanne Kilby, Executive Director, Elizabeth Fry Society of Hamilton; Co-chair of Corrections Consortium • Don Jaffray, Executive Director, Social Planning and Research Council of Hamilton; Co-chair of Corrections Consortium • James Bowick, Executive Director, The Bridge: From Prison to Community • David Lane, Executive Director, John Howard Society of Hamilton, Burlington, and Area • JoAnne Davis, Executive Director, Ellen Osler Home, Salvation Army • Brian Sibley, Director, St. Leonard's Society of Hamilton
5	City of Hamilton, Housing & Homelessness Division Management Team	December 13, 2010	<ul style="list-style-type: none"> • Gillian Hendry • Brian Kreps • Shari Webb • Bill Atanas • Betty Lou Purdon • Bob McKnight
6	Seniors	December 14, 2010	<ul style="list-style-type: none"> • Glenys Currie, St. Joseph's Home Care Services • Christa Washik, Catholic Family Services Gatekeepers Program • Shelagh Kiely, Hamilton Council on Aging

#	Topic	Date	Participants
7	Physical and mental health care services Physical and mental health care services (continued)	December 14, 2010 December 14, 2010	<ul style="list-style-type: none"> • Nik Gately, Street Outreach Coordinator, Mental Health and Street Outreach Services, Clinical and Preventive Services Division, Public Health Services, City of Hamilton; Chair of the Hospital-Shelters Working Group • Valine Vaillancourt, Manager, Mental Health and Street Outreach Service, Clinical and Preventive Services Division, Public Health Services, City of Hamilton; Assistant Clinical Professor, School of Nursing, Faculty of Health Sciences, McMaster University • Lorraine Chapman, Director, Mental Health Programs, Good Shepherd Centres; Member of Hamilton Addiction & Mental Health Network (HAMHN) • Christine Evans, Mental Health Clinician, Youth Services, Good Shepherd Centres • Dale Guenter, Associate Professor, Department of Family Medicine, McMaster University; Member of Hospital-Shelters Working Group
8	Tenants and consumers	December 14, 2010	<ul style="list-style-type: none"> • John Hawker, Chair of the Tenant Advisory Committee • Tim Button, SHAC; 25 in 5 • Ursula Samuels, SHAC; CAWDB • Shamso Elmi • Bill Medeiros, SHAC; Roomers and Boarders Committee; 25 in 5; Poverty Roundtable

Interviews (4)

#	Topic	Date	Participants
1	HPS – in-person in interview	October 20, 2010	<ul style="list-style-type: none"> • Jolanta Jason, Grants Analyst, City of Hamilton • Molly Elliott, Senior Policy Analyst, City of Hamilton
2	Food security – email and telephone communications	December 2010	<ul style="list-style-type: none"> • Joanne Santucci, Hamilton Food Share • Carmen Salciccioli, Good Shepherd Centres • Sandy King, Living Rock Ministries • Victor Cyr, Mission Services Hamilton

#	Topic	Date	Participants
			<ul style="list-style-type: none"> • Denise Arkell, Neighbour to Neighbour • Lisa Burrows and Karen Sobierajski, Salvation Army Hamilton, Community & Family Services • Donna Jean Forster, Welcome Inn Community Centre
3	Trusteeships – email communications	December 2010	<ul style="list-style-type: none"> • Jane Conlon and Mark McConkey, MCC Workplace Solutions – consultants hired to review the trusteeship programs in Hamilton
4	HPS	December 10, 2010	<ul style="list-style-type: none"> • Amanda DiFalco, Social Policy Analyst, Homelessness, Community Services, City of Hamilton

APPENDIX C

WEB SURVEY

1. Hamilton Housing and Homelessness Survey

This survey is being administered by Paul Dowling Consulting. We have been contracted by the Housing and Homelessness Division, City of Hamilton to assess how the housing and homelessness system works and the impact of federal funding on the system.

This survey is aimed at the many people who are directly involved in the housing and homelessness system in Hamilton and with the people who are served by this system.

Please feel free to pass this survey on to others in your organization and in the community whose insights may be helpful to this study.

This survey will take 8 to 10 minutes to complete. Thank you for your help!

2. Who You Are

These first few questions are intended to tell us a little bit about you - this will help us to understand the perspective that you bring to this area of work.

The information gathered through this survey will be used in a collective way only - answers will not be attributed to any one person or organization. You will be given an opportunity at the end to provide your name and contact information if you choose to do so. You may also choose to remain anonymous.

1. How would you describe the role that you have in the housing and homelessness system in Hamilton? (check all those that apply)

- Consumer or client
- Housing Provider
- Agency providing services to people who are homeless
- Community health agency
- Multi-service agency
- Mental health agency
- Network member
- Network chair
- Faith group
- Funder
- Other

Other (please specify)

3. Consumer questions

If you identified "consumer or client" as one of the roles that you have in the housing and homelessness system in Hamilton, the questions on this page are intended to ask about the services that you access within the system.

1. What is the primary service or program that you access in the housing and homelessness system in Hamilton (the next question will give you an opportunity to identify other services or programs that you access. Please check one.

- Homelessness prevention
- Outreach
- Assessment and referral
- Case Management
- Emergency shelter
- VAW shelter
- Domiciliary hostel
- Transitional housing
- Permanent rent-geared-to-income housing
- Co-op housing
- Market housing
- Rent bank/Utility arrears assistance
- Rent supplement
- Eviction prevention
- Food security

Other (please specify)

2. What other services or programs do you access in the housing and homelessness system in Hamilton? Please check all that apply.

- Homelessness prevention
- Outreach
- Assessment and referral
- Case Management
- Emergency shelter
- VAW shelter
- Domiciliary hostel
- Transitional housing
- Permanent rent-geared-to-income housing
- Co-op housing
- Market housing
- Rent bank/Utility arrears assistance
- Rent supplement
- Eviction prevention
- Food security

Other (please specify)

3. Which of the following population groups do you belong to? Check as many as apply.

- Newcomers
- Refugees
- Francophones
- Aboriginals
- Ex-Offenders
- Single men
- Single women
- Women with children
- Families
- Women escaping violence
- Women with children escaping violence
- Youth
- People living with mental illness
- People living with substance abuse issues
- People with a physical disability
- People with a developmental disability
- Seniors

Other (please specify)

4. If you had to describe yourself by picking only one of the population groups you checked above, which one would you choose?

- Newcomers
- Refugees
- Francophones
- Aboriginals
- Ex-Offenders
- Single men
- Single women
- Women with children
- Families
- Women escaping violence
- Women with children escaping violence
- Youth
- People living with mental illness
- People living with substance abuse issues
- People with a physical disability
- People with a developmental disability
- Seniors
- Not able to identify only one group

Other (please specify)

5. For yourself and others in the group that you identified as your primary population category, what are the most pressing areas of need? Please check up to 3 priorities.

- Homelessness prevention
- Outreach
- Assessment and referral
- Case Management
- Emergency shelter
- VAW shelter
- Domiciliary hostel
- Transitional housing
- Housing with supports
- Permanent rent-geared-to-income housing
- Co-op housing
- Affordable market housing Rent bank/Utility arrears assistance
- Rent supplement
- Eviction prevention
- Food security

Other (please specify)

	5
	6

4. Questions for Service Providers

If you identified that one of the roles that you have in the housing and homelessness system in Hamilton is as a provider of services or programs, the questions on this page are intended to ask about the services that you provide within the system.

1. What is the primary service or program that you provide in the housing and homelessness system in Hamilton? (the next question will give you an opportunity to identify other services or programs that you provide)

- Homelessness prevention
- Outreach
- Assessment and referral
- Case Management
- Emergency shelter
- VAW shelter
- Domiciliary hostel
- Transitional housing
- Permanent rent-geared-to-income housing
- Co-op housing
- Market housing
- Rent bank/Utility arrears assistance
- Rent supplement
- Eviction prevention
- Food security

Other (please specify)

2. What other services or programs do you provide in the housing and homelessness system in Hamilton? Please check all that apply.

- Homelessness prevention
- Outreach
- Assessment and referral
- Case Management
- Emergency shelter
- VAW shelter
- Domiciliary hostel
- Transitional housing
- Permanent rent-geared-to-income housing
- Co-op housing
- Market housing
- Rent bank/Utility arrears assistance
- Rent supplement
- Eviction prevention
- Food security

Other (please specify)

3. Please tell us about the people you serve – check the primary target population for your services. (The next question will give you the opportunity to identify other populations that you serve.)

Newcomers

Refugees

Francophones

Aboriginals

Ex-Offenders

Single men

Single women

Women with children

Families

Women escaping violence

Women with children escaping violence

Youth

People living with mental illness

People living with substance abuse issues

People with a physical disability

People with a developmental disability

Seniors

Other (please specify)

4. What other populations do you serve? Please check all that apply.

- Newcomers
- Refugees
- Francophones
- Aboriginals
- Ex-Offenders
- Single men
- Single women
- Women with children
- Families
- Women escaping violence
- Women with children escaping violence
- Youth
- People living with mental illness
- People living with substance abuse issues
- People with a physical disability
- People with a developmental disability
- Seniors

Other (please specify)

5. For the primary population that you serve, which areas of need are the most pressing? Where would you say that funding and advocacy efforts are most needed? Please check up to 3 priorities.

- Homelessness prevention
- Outreach
- Assessment and referral
- Case Management
- Emergency shelter
- VAW shelter
- Domiciliary hostel
- Transitional housing
- Housing with supports
- Permanent rent-geared-to-income housing
- Co-op housing
- Affordable market housing
- Rent bank/Utility arrears assistance
- Rent supplement
- Eviction prevention
- Food security

Other (please specify)

6. What are your main funding sources for the housing and homelessness services that you provide?

- Homelessness Partnering Strategy
- Canada Ontario Affordable Housing Program
- Local Health Integration Network
- City of Hamilton
- Ontario Ministry of Community and Social Services
- Ontario Ministry of Child and Youth Services
- Ontario Ministry of Correctional Services
- United Way
- Hamilton Community Foundation
- Agency fundraising
- Faith community

Other (please specify)

7. Do your clients have areas of need that you respond to but for which you receive no designated funding? If so, please check all that apply.

- Mental illness
- Emotional well-being
- General physical health
- Oral/dental health
- Prevention and early identification
- Chronic disease
- Communicable disease
- Personal hygiene
- Food security
- Lost ID
- Violence and safety
- Crisis and self-harm
- Not applicable

Other (please specify)

5. Homelessness Partnering Strategy Questions

1. What proportion of your total funding for Housing and Homelessness services is from the federal Homelessness Partnering Strategy (HPS)?

- 100%
- 75-99%
- 50-74%
- 25-49%
- Less than 25%
- We do not currently receive HPS funding

2. What impact has HPS funding had on the services and programs that you offer? Please check all that apply

- It has enabled us to establish a needed program
- It has enabled us to expand an existing program or service
- We can serve more people than we could previously
- We are able to provide better quality service
- We have been able to hire additional staff
- N/A – We do not currently receive HPS funding

Other (please specify)

	5
	6

6. Strengths and Gaps in Services

On this page we ask for your views on the areas of strength in the housing and homelessness system in Hamilton. We also ask you to identify areas where improved services are needed.

1. Please tell us if you think there are sufficient services in the housing and homelessness system available for the listed population groups (1 means the services do not meet the need and 8 means that there are more than enough services to meet the demand of this population)

	Services do not meet the demand	1	2	3	4	5	6	7	8	There are more than enough services to meet the demand of this population
Newcomers		1	2	3	4	5	6	7	8	
Refugees		1	2	3	4	5	6	7	8	
Francophones		1	2	3	4	5	6	7	8	
Aboriginals		1	2	3	4	5	6	7	8	
Ex-Offenders		1	2	3	4	5	6	7	8	
Single men		1	2	3	4	5	6	7	8	
Single women		1	2	3	4	5	6	7	8	
Women with children		1	2	3	4	5	6	7	8	
Families		1	2	3	4	5	6	7	8	
Women escaping violence		1	2	3	4	5	6	7	8	
Women with children escaping violence		1	2	3	4	5	6	7	8	
Youth		1	2	3	4	5	6	7	8	
People living with mental illness		1	2	3	4	5	6	7	8	
People living with substance abuse		1	2	3	4	5	6	7	8	
People with a physical disability		1	2	3	4	5	6	7	8	
People with a developmental disability		1	2	3	4	5	6	7	8	
Seniors		1	2	3	4	5	6	7	8	

Other (please specify)

4. Thinking about the housing and homelessness system as a whole, please rate the following service areas in terms of the need for development. (1 means that there is a very large gap between service capacity and service demand while 7 means that there is more than enough service capacity to meet the demands).

	very large gap between capacity and demand			Service capacity meets demand		more than enough service capacity	
Homelessness prevention	1	2	3	4	5	6	7
Outreach	1	2	3	4	5	6	7
Assessment and referral	1	2	3	4	5	6	7
Case Management	1	2	3	4	5	6	7
Emergency shelter	1	2	3	4	5	6	7
VAW shelter	1	2	3	4	5	6	7
Domiciliary hostel	1	2	3	4	5	6	7
Transitional housing	1	2	3	4	5	6	7
Housing with supports	1	2	3	4	5	6	7
Permanent rent-geared-to-income housing	1	2	3	4	5	6	7
Co-op housing	1	2	3	4	5	6	7
Affordable market housing	1	2	3	4	5	6	7
Rent bank/Utility arrears assistance	1	2	3	4	5	6	7
Rent supplement	1	2	3	4	5	6	7
Eviction prevention	1	2	3	4	5	6	7
Food security	1	2	3	4	5	6	7
Other	1	2	3	4	5	6	7

7. Additional Suggestions

1. Do you have any suggestions for how the housing and homelessness system could deliver better results in the next 2 years? Are there funding strategies that you think would be more effective for delivering these results?

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8. Contact Information (optional)

If you are interested to be more involved in the housing and homelessness system planning process this is your opportunity to provide information for the City to contact you.

This is not a requirement.

1. Please indicate here if you would like to be more involved in the housing and homelessness system planning process.

I do not want to get involved at this time

Contact me with information on how I can get involved

2. May we have your contact information? This information will be kept confidential.

Name:	<input type="text"/>
Company:	<input type="text"/>
Address 1:	<input type="text"/>
Address 2:	<input type="text"/>
City/Town:	<input type="text"/>
State/Province:	<input type="text"/>
ZIP/Postal Code:	<input type="text"/>
Country:	<input type="text"/>
Email Address:	<input type="text"/>
Phone Number:	<input type="text"/>

9. Thank You!

Thank you for taking the time to complete this survey. Your input will help us to advise the City of Hamilton on how to support an enhanced housing and homelessness service system.

If you have any questions about this survey, please contact Paul Dowling Consulting at jasminearle@rogers.com

Thank you.

APPENDIX D

DOCUMENTS

NHI/HPS Community Plans and Related Documents

SCPI I 2000–2003

- *The Community Action Plan on Homelessness in Hamilton-Wentworth*. A report of the Solutions for Housing Action Committee (SHAC) and the Regional Advisory Committee on Food & Shelter in Partnership with The Social Planning and Research Council of Hamilton-Wentworth. 2000.
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City of Hamilton, Community Services Department, Housing and Homelessness Team. *SCPI II Evaluation*. Document reporting the results of a survey evaluating the process through which SCPI II was implemented. Winter 2006.

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City of Hamilton – Homelessness Partnering Strategy – Community Advisory Board (CAB):

www.hamilton.ca/HealthandSocialServices/SocialServices/Homelessness/HPI-CAB.htm

City of Hamilton – Homelessness:

www.hamilton.ca/HealthandSocialServices/SocialServices/Homelessness

City of Hamilton – Housing Support Programs for CityHousing Hamilton Tenants:

www.hamilton.ca/HealthandSocialServices/SocialServices/Housing/CityHousingTenants.htm

Good Shepherd Centres: www.goodshepherdcentres.ca

Salvation Army Hamilton: www.inform.hamilton.ca/record/HAM0519

Social Planning and Research Council of Hamilton: www.sprc.hamilton.on.ca

Urban Native Homes: www.urban-native-homes.com

Various service providers in Hamilton: www.inform.hamilton.ca

Wesley Urban Ministries: www.wesleyurbanministries.com

YWCA Hamilton: www.ywcahamilton.org/programs-and-services/womens-housing

APPENDIX E

NHI/HPS PRIORITIES AND COMMUNITY PLAN PRIORITIES 2000–2011

2000–2003

NATIONAL HOMELESSNESS INITIATIVE – SCPI I OBJECTIVES

Long-Term Objectives	Objectives for the Period 2000–2003
<ol style="list-style-type: none"> 1. To ensure that no individuals are involuntarily on the streets by providing sufficient shelters and adequate support systems. 2. To significantly reduce the number of individuals requiring emergency shelter and transition and supportive housing by providing, for example, sufficient health services, low-cost housing, discharge planning, early intervention and prevention initiatives. 3. To help individuals move from homelessness to self-sufficiency. 4. To help communities strengthen their capacity to address the needs of their homeless population. 5. To improve the social, health, and economic well-being of people who are homeless. 	<ol style="list-style-type: none"> 1. To alleviate the hardship of those who are absolutely homeless by increasing, for example, the number of beds available in shelters (either indirectly, by providing alternative housing for current long-term shelter residents, or directly, by providing additional shelter space). 2. To promote a “continuum of supports” approach to reducing homelessness. 3. To strengthen the capacity of communities to serve homeless people and reduce homelessness by bringing community service providers together to develop plans that address all the needs that are common to homeless people. 4. To address the issue of homelessness at a community level by promoting the development of collaborative processes and broad-based partnerships among all stakeholders – i.e., the private, non-profit and voluntary sectors, labour organizations and all levels of government. 5. To develop a base of knowledge, expertise, and data about homelessness and share it among all concerned parties and the general public.

Source: HRSDC, The Government of Canada's Homelessness Initiative Supporting Community Partnerships Initiative Community Guide, August 29, 2000, p. 6.

HAMILTON COMMUNITY PLAN – SCPI I PRIORITIES

Community Action Plan	Addendum
Seven Priority Areas	
<ol style="list-style-type: none"> 1. The over-extension and under-funding of the emergency shelter system. 	<p>Priority #1 – Shelter System (action items included a needs assessment; increased staff; staff training; addition of beds; renovations; new shelters; seniors future needs assessment; creation of a peer support group; coordination of Shelter Working Group; statistics gathering; trusteeship programming)</p>
<ol style="list-style-type: none"> 2. The need to coordinate and extend outreach/crisis services. 	<p>Priority #2 – Outreach (action items included greater coordination; implementation of a 24-hour crisis outreach/peer support system; creation of an Outreach Working Group)</p>

<i>Community Action Plan</i>	<i>Addendum</i>
Seven Priority Areas	
3. The debilitating effects of the cuts to social assistance that occurred in 1995, and the need to have the shelter portion of social assistance reflect actual vacant market rents in the Community.	Priority #3 – Housing (action items included promotion of not-for-profit and co-op housing; support for tenant advocacy groups; education of tenants, particularly rooming house tenants; services to at-risk tenants; funding for emergency loan program; training for second-level lodging home staff)
4. The need for persons who are institutionalized for short periods of time to be able to retain the shelter portion of their social assistance.	Priority # 4 – not listed
5. The need to protect and develop safe, secure, affordable, adequate, accessible, and permanent housing stock and to educate tenants.	Priority # 5 – not listed
6. The need to ensure local food security.	Priority # 6 – Food Security (action items included HIFIS implementation; evaluation of food needs; public awareness program; research on food service innovation, e.g. collective kitchens, gardens, etc.)
7. The funding of the Homelessness Project Coordinator position for the 3 years of the Plan.	Priority # 7 – Homelessness Project Coordinator (“Social and Public Health Services Division will require 2 project officers, 1 finance officer, 1 information technology specialist and 1 administration person to support the Advisory Committee, coordinate the activities and reporting on the SCPI projects, and handle the annual Request For Proposals (RFP) process,” as well as oversee the implementation of HIFIS and a public education program on homelessness)

Sources: The Community Action Plan on Homelessness in Hamilton-Wentworth, 2000, and An Addendum to The Community Action Plan on Homelessness in Hamilton-Wentworth, 2000.

2003–2007

NATIONAL HOMELESSNESS INITIATIVE – SCPI II OBJECTIVES

Long-Term Objectives	Objectives for the Period 2003–2006
<ol style="list-style-type: none"> 1. To develop a comprehensive continuum of supports to help homeless Canadians move out of the cycle of homelessness and prevent those at-risk from falling into homelessness by providing communities with the tools to develop a range of interventions to stabilize the living arrangements of homeless individuals and families—encouraging self-sufficiency where possible—and prevent those at-risk from falling into homelessness. 2. To ensure sustainable capacity of communities to address homelessness by enhancing community leadership and broadening ownership, by the public, non-profit and private sectors, on the issue of homelessness in Canada. 	<ol style="list-style-type: none"> 1. Give community service organizations and other interested stakeholders a framework within which to work together to achieve common goals. 2. Be more inclusive of Aboriginal and youth-serving organizations in the identification of community needs and the recommendation of activities to meet those needs. 3. Assist the community in moving along the continuum of supports, by focussing on transitional, supportive, and preventative activities as integral parts of the community’s response to homelessness. 4. Identify partnership opportunities and build community capacity to help ensure the sustainability of the projects and the community process. 5. Assist the community to make the best possible use of scarce resources by reducing overlap and duplication. 6. Develop communications strategies to ensure inclusiveness and transparency and broaden community interest and involvement. 7. Enable the community to evaluate its progress in reaching its objectives. 8. Identify other sources of funding.

Source: HRSDC, *The Guide to Community Plan Updates for the National Homelessness Initiative*, 2003, pp. 2, 5.

HAMILTON COMMUNITY PLAN – SCPI II PRIORITIES

Priorities	Actions	Objectives
Seek out innovative funding partners and actively expand the range of funders and potential contributors at community planning and implementation tables.	Develop “A Business Plan on Homelessness” that would engage the business community to lend their leadership, expertise, skills, and lobbying abilities to the development and execution of the community plan.	Strengthening these two areas of community capacity building will increase our financial capacity.
Develop a process that is more broadly focused than just SCPI and	Implement the vision articulated in the report <i>The Homelessness Continuum: A</i>	Strengthening these areas of community capacity building will increase our

Priorities	Actions	Objectives
homeless-ness services; further develop leadership of community processes to maintain momentum.	<i>Community Plan for Hamilton</i> (Appendix J of the SCPI II Community Plan).	social capacity.
A Family Shelter to address the needs of the fastest growing homeless population – children and families.	Completion of the Family Shelter with Good Shepherd Centres.	To provide an emergency housing facility geared to the needs of families experiencing homelessness, especially those with small children.
Roll out the implementation of HIFIS.	<ul style="list-style-type: none"> - Roll out and implement HIFIS to the remaining 7 shelters. - Increased program training and staff education for the application of HIFIS. - Expand the application of HIFIS to better meet the needs of other service providers such as drop-ins and food banks. 	HIFIS to continue to be implemented to enhance the electronic data management system that allows users to collect and use information on the homeless population in Hamilton. The information obtained is invaluable to understanding homelessness issues and developing strategies that reduce the overall incidence of homelessness.
Improved accessibility and coordination of health (physical and mental health) services for the homeless population. Increased awareness and understanding of Fetal Alcohol Spectrum Disorder (FASD).	Pending results of the report “A Community Action Plan for the Health of the Homeless,” we will move forward to address the most pressing health and health-accessibility issues affecting homeless persons (e.g. Community Health Bus). Given that a disproportionate amount of homeless persons suffer from FASD ... we intend to make FASD research and intervention a high priority.	To decrease the incidence of emergency room visits by homeless individuals, and to decrease levels of morbidity and mortality. To improve coordination of discharge planning activities from the hospital into the community.
Increase and sustain eviction prevention programs for those at risk of becoming homeless.	<ul style="list-style-type: none"> - Increase and sustain trustee­ships. - Increase and sustain other eviction prevention programs. - Increase and sustain food security programs. 	Ensure housed individuals and families remain adequately housed and have access to the services, supports, and resources necessary to do so. In particular, increased capacity for emergency food programs and trustee­ships.

Priorities	Actions	Objectives
Increase and sustain housing with supports; transition, supportive, and supported options.	<ul style="list-style-type: none"> - Harm reduction program to act simultaneously as an emergency “wet” shelter and long-term supportive housing option for homeless men suffering from chronic alcoholism and other mental/physical health-related problems. - Supportive housing projects for different groups with various specialized needs - An increase in supportive and transitional units/beds - Targeting specifically youth population 	To meet the unique housing and support needs of vulnerable groups; older adults, youth, persons with mental illness, persons with disabilities, addictions, newcomers, abused women and their families, Aboriginal Peoples.

Source: 2003–2006 SCPI II Community Plan, 2003.

2007–2011

HOMELESSNESS PARTNERING STRATEGY (HPS) 2007–2009 (EXTENDED TO 2011) OBJECTIVES

Objectives	Five Pillars of the HPS that promote these objectives
<p>Supporting a “housing-first” approach, the HPS seeks to “prevent and reduce homelessness by helping to establish the structures and supports needed to move homeless individuals and at-risk individuals towards self-sufficiency and full participation in Canadian society.” Building on the work begun under the NHI, the Homelessness Partnering Strategy will assist communities in their efforts to link housing and support services, target investments towards more transitional and supportive housing as opposed to emergency measures, and to identify and develop support services which respond directly to the needs of clients.</p>	<ol style="list-style-type: none"> 1. Preventing and reducing homelessness. 2. Ensuring tangible and direct response to client needs and measurable outcomes for clients. 3. Engaging provincial / territorial / other government departments and communities. 4. Supporting preventative and longer-term housing solutions. 5. Strengthening accountability and measurement.

Source: HRSDC, *Community Plan 2007–2009 Homelessness Partnering Strategy Reference Guide*, August 31, 2007, p. 3.

HAMILTON COMMUNITY PLANS 2007–2009 AND 2009–2011 PRIORITIES AND OBJECTIVES

HPI 2007–2009	
Priorities	Objectives
<p>Issue # 1: A large number of people are having a hard time transitioning from emergency shelters into long-term housing.</p>	<p>To help people who are experiencing long stays in emergency shelters and emergency accommodations to move into and maintain adequate and stable housing.</p>
<p>Issue # 2: Many victims of violence against women and their children are returning to the community before they are prepared to do so.</p>	<p>To help women and their children leaving Violence Against Women shelters access second-stage housing or long-term housing, as appropriate, and support them in that transition.</p>
<p>Issue # 3: People leaving corrections and the care of children’s aid systems face great housing instability that ultimately results in homelessness.</p>	<p>To help people leaving corrections and the child welfare system transition to and maintain appropriate housing.</p>
<p>Issue # 4: An increasing number of seniors in Hamilton are becoming homeless or at risk of homelessness.</p>	<p>To prevent homelessness by helping at-risk seniors stabilize and maintain their housing.</p>

HPI 2007–2009	
Priorities	Objectives
Issue # 5: Many people with mental health issues and concurrent disorders cycle between emergency shelters, hospitals, mental health facilities, residential care facilities and low end market rate housing.	To help support people with mental health issues and concurrent disorders obtain and maintain housing.
Issue # 6: Aboriginal people are over-represented among people experiencing homelessness and at-risk of homelessness compared to the general population.	To support the Aboriginal community's priorities in its HPI Aboriginal application and help develop and sustain the Aboriginal-specific housing continuum.
Issue # 7: There is a need to enhance skill development and training among the staff and volunteers who deliver programs to people experiencing homelessness across Hamilton.	To enhance the skills of staff and volunteers working with people experiencing homelessness.
Issue # 8: <i>Everyone Has A Home</i> , Hamilton's strategic plan to address homelessness, requires additional resources to support data collection, planning and community development in key areas.	To support the implementation of the planning, community development and data collection strategies in <i>Everyone Has A Home</i> , Hamilton's strategic plan to address homelessness.
HPS 2009–2011 (same as above with one addition)	
Issue # 9: At risk and homeless youth in transition to adulthood, including those who are attached to mental health and/or children's aid systems face greater housing instability.	To help at-risk and homeless youth retain and maintain appropriate housing during their transition to adulthood.

Sources: *Community Plan 2007-2009 Homelessness Partnering Strategy Framework Update*, August 18, 2008, and *2009–2011 Community Plan Update Summary* Homelessness Partnering Strategy Framework*, April 22, 2009.

**Federal Homelessness Program:
Projects Funded in Hamilton, 2000 to 2011**

Urgent Winter Needs (HRDC) 2000 - 2001

Organization	Project	Project Description
Aboriginal Health Centre	Youth Under SCPI Authorities	To identify screen and assist an anticipated 75 Aboriginal youth with Fetal Alcohol Syndromes disorder (FAS) to provide supports or services in order to prevent or reduce homelessness. To raise awareness of FAS.
Alternatives for Youth	Youth Under SCPI Authorities	To pay for an Addictions Counselling services. To provide street involved youth (SIY) with outreach services to increase knowledge regarding substance use/abuse, harm reduction and treatment options and to develop a coordinated service delivery model.
Children's Aid Society of Hamilton	Youth Under SCPI Authorities	To deliver a holistic model of service delivery designed to support and prevent pregnant teens and young mothers who are threatened with homelessness from becoming homelessness. To identify the risk factors that contribute to homelessness among this population and provide a wraparound of service delivery.
Ecumenical Downtown Ministries	Urgent Needs	To provide warm winter coats and underwear through the Stone Mason's Cottage "free clothing outlet.
Good Shepherd Centre	Urgent Need	1. Boiler Enhancement for a youth shelter, 2. Emergency Clothing Program, 3. Emergency Food Enhancement: To meet the food needs of homeless individuals/families.
Good Shepherd Centre	Youth Under SCPI Authorities	Funds will be used to fund a feasibility study for supported housing for parenting teens.
Hamilton Urban Core Community Health Centre	Urgent Need	To prepare and distribute 200 winter safety kits to homeless individuals, with particular focus on street youth.
Housing Emergency Loan Program	Urgent Need	To administer the Housing Emergency Loan Fund which is a community based revolving loan fund.
Living Rock Ministries	Urgent Need	To reach street involved youth who are unresponsive to traditional supports and offer a place of refuge, safety and shelter. To hire a youth worker/coffee house coordinator and one street youth as a coffee house assistant. To winterize the facility and upgrade it to a youth friendly coffee house.

Urgent Winter Needs (HRDC) 2000 - 2001

Organization	Project	Project Description
Living Rock Ministries	Youth Under SCPI Authorities	Hire a Food Service Coordinator to better serve at risk youth and to empower youth to improve their health and nutrition. Develop the youth food bank into a bright, hygienic, positive empowering area. To develop a nurse's station and augment health services provided. To hire a 5FT custodian. Improve Living Rock Resources Centre visibility and signage to facilitate outreach.
Living Rock Ministries	Youth Under SCPI Authorities	Provides a unique, individualized program of supports to 54 high need youth. Youth are involved in a three month intensive case management, skills training and "work to earn" projects that are geared to meet youth's individual needs
Living Rock Ministries	Youth Employment Strategy (YIC)	To assist 30 youth complete the first year of the Tri-Rock Program. To assist youth find and maintain suitable housing during and after the program. To assist youth grow in Self-esteem and life skills. To assist youth find employment and be enrolled in appropriate training by the end of the program.
Housing Help Centre	Urgent Need	To assist single individuals to find and maintain housing by hiring a housing Advocacy Worker. To connect these individuals to existing private and non-profit housing stock (particularly rooming houses). To assist individuals in maintaining their tenancies (rent negotiation, education to tenants and landlords etc.). To reduce discrimination that often results in tenants becoming homeless.
McMaster Student Outreach Clinic	Urgent Need	To hire a part time coordinator of volunteers and to purchase food for the McMaster Student Outreach Clinic: To provide outreach services (food, clothing and health services) in the downtown core and East Hamilton; To solidify and expand the health service function by building strategic alliances with community providers.
Mission Services	Urgent Needs	To immediately reduce homelessness for men by increasing the number of homeless men able to use Mission Services Men's hostel for a safe shelter by up to 50% (from 60 men per month to 90).
Salvation Army Booth Centre	Urgent Need	To identify and then intervene with people/families that are homeless or at risk of becoming homeless by providing a continuum of services which will reduce/remove the risk (outreach, distribution of materials, transportation by services to shelter).

Urgent Winter Needs (HRDC) 2000 - 2001

Organization	Project	Project Description
The Bridge: From Prison to Community	Urgent Needs	To assist ex-offenders returning to the community by providing temporary accommodation and assistance in locating more permanent housing (to provide 2 additional units for transitional accommodation to 36 clients who would otherwise use the hostel system or be on the street).
The John Howard Society of Hamilton	Youth Under SCPI Authorities	To hire a project co-ordinator to co-ordinate a youth self help committee, a youth advisory committee and a youth advisory board. Project objectives are to halt the progressions from street involved youth to homeless youth by empowering at risk individuals to address their issues and concerns with guidance and support to peers and professionals. Project activities will also include the collection, analysis and dissemination of information on youth homelessness.
The John Howard Society of Hamilton	Youth Employment Strategy (YSC)	To provide 16 participants with the opportunity to confirm career plans and acquire valuable work experience. To meet and network with many community service providers which can lead to permanent employment. To assist youth return to school for further education. To provide a breakfast program, evening hot meal program, counselling and referral services, a food bank and employment services.
Wesley Urban Ministries	Urgent Need	To maintain 24 hour opening of Wesley Centre through the critical winter period by ensuring coverage from 9 pm to 8 am. To expand shelter space and staff support (hiring of a front line worker) for those who use Wesley Centre as an Emergency Night Shelter. To gather data regarding the increase of persons using the Centre as an Emergency Shelter (hiring of a worker responsible of data collection).
Wesley Urban Ministries	Youth Under SCPI Authorities	To increase the number of shelter spaces available to youth in Hamilton by operating a fifteen bed emergency shelter for youth aged 16 to 25. To reduce the number of youth forced to access the adult shelter system by developing referral processes to lower the number of youth staying in adult shelters such as Wesley Centre thus allowing youth and adult shelter to be more efficient and effective. To develop a multi service agency for youth in Hamilton by coordinating current day and evening programming and provide comprehensive service throughout the week.

Supporting Communities Partnership Initiative (SCPI) Projects including Youth in Hamilton 2000 – March 31, 2003

Organization	Project	Project Description
Children's Aid Society of Hamilton	Short-term Accommodations	This project provides short-term motel accommodations and services to help families find appropriate places to live. It also includes services to ensure housing is safe and clean. The intent is to prevent children from being taken into care due to inappropriate housing or homelessness.
City of Hamilton	Community Health Bus	This funding provides additional staffing and supplies to the Community Health Bus, which provides free health services at 5 inner city sites. These services include dental care, immunizations and general health care.
City of Hamilton	Additional Staff	This project funding will provide increased and enhanced services to families and individuals that are homeless or at-risk of homelessness in emergency shelters, hostels and lodging homes.
Emergency Shelter Foundation	Second Stage Services Continued Operation	This funding provides transitional housing and counselling to abused women and children. This organization has merged with Family Services.
Emergency Shelter Foundation	Case Management for Transitional Housing Units	This project provides services and supports to facilitate the move from shelters and transitional housing to permanent, sustainable, affordable housing for homeless people or that at-risk of homelessness. This project will also develop a website for service providers and clients.
Family Services of Hamilton	Temporary Emergency Family Shelter	This project provides short-term emergency housing for families in need, to a maximum of 6 weeks. It also includes linking these families to supports, both during and following their stay in the shelter. 10 units, 66 beds.
Good Shepherd Centre	Mary's Place – New Facility	This capital funding project will replace the existing Mary's Place shelter and increase the number of beds from 9 to 20. Mary's Place houses hard to serve homeless women.
Good Shepherd Centre	Case Management - Men's Centre/Mary's Place	This project funding provides enhanced case management for client's of Mary's Place and new case management for client's of the Good Shepherd Centre's Men's Centre. Both are emergency shelters.
Good Shepherd Centre	Trustee Program	Through this funding, voluntary trusteeship services are provided to those who are homeless or at-risk of homelessness allowing them to obtain and retain housing.

Supporting Communities Partnership Initiative (SCPI) Projects including Youth in Hamilton 2000 – March 31, 2003

Organization	Project	Project Description
Good Shepherd Centre	Permanent Family Shelter	Development of a Permanent Family Shelter for 20 family units and support services at a single location.
Good Shepherd Centre and Mission Services	Hostel/Shelter Staff Training	This project provides training for shelter and second level housing staff in the city of Hamilton. Training includes topics such as Dealing with Alcoholics and Drug Addicts, Dealing with Angry or Hostile Clients, Domestic Violence and Criminal Harassment, First Aid, etc.
Hamilton Food Share	Resource Development Co-ordinator	This project will fund a full-time staff person dedicated to resource development. Objectives include increasing the volume of food raised and the financial contributions received.
Hamilton Food Share	New Facility Purchase	This capital project will allow Food Share to purchase a new larger facility and thereby maximize their ability to receive and store donated supplies and better serve the community.
Hamilton Food Share	Survey of Food Bank Recipients	This project will fund an in-depth survey of people who access local foodbanks creating a detailed profile of users, severity of hunger, household budgets, etc.
Hamilton Housing Corporation	Roofs	This program intends to prevent further homelessness and improve the lives of high risk tenants by providing a residentially based program focused on advocacy, budgeting, life skills development, referrals to community services and crisis intervention.
Hamilton Urban Core Community Health Centre	Enhanced ID Clinic	Funding of the Enhanced ID Clinic allows people that are homeless, at risk of homelessness or low income to replace lost or stolen identification including birth certificates, health cards, SIN cards, citizenship or landing documents.
Housing Emergency Loan Program	Housing Emergency Loan Program	This program is a community based revolving loan fund that provides interest-free loans to assist people living in the city of Hamilton maintain housing.
Housing Help Centre	210 Napier St. Renovations	These major renovations to the Housing Help Centre will relocate the housing search area and meeting space to the ground floor making it accessible for people with disabilities. The office/work space in the entire Centre will also be more useful. Renovations are currently underway with an expected date of completion in November 2002. New office space, relocated from Wellington St to Napier St.

Supporting Communities Partnership Initiative (SCPI) Projects including Youth in Hamilton 2000 – March 31, 2003

Organization	Project	Project Description
Housing Help Centre	Hamilton Tenant Education Project	This project provides education, outreach and ongoing support to create a better informed tenant population and thereby minimize or prevent homelessness.
Housing Help Centre	Video - "Room at the Inn"	This project includes the production of a 50-minute educational video giving a history of rooming houses and current perspective on people residing in them caught between the streets and adequate housing.
Housing Help Centre	Case Worker	This project funds a caseworker to enhance the agency's ability to connect homeless or under housed individuals with permanent housing and assist vulnerable clients in maintaining their current housing.
Living Rock Ministries and Wesley Urban Ministries	Shelter Renovations and Operation	Through this funding, the partner agencies will open and operate a new emergency youth shelter. Funding includes renovations, admin and operational costs. Renovations are under way; expected date of completion is Nov. 2002.
McMaster University School of Nursing	Toward a Community Action Plan for Health for the Homeless in Hamilton	This project will complete a comprehensive health needs assessment of people that are homeless to determine the prevalence and priority of health problems, create a community map of current relevant health services, and develop a community action plan for the homeless.
McMaster University School of Nursing and Wesley Urban Ministries	MAC Door	The intent of this project is to empower street youth to make lasting changes to get off of the streets. The emphasis is on enabling these youth to make decisions about their own needs and outlining concrete steps to address them.
McQuesten Legal Services and Social Planning & Research Council	Freedom House Report	The intent of this project is to prepare a feasibility study to ascertain the housing needs of people with disabilities in Hamilton, with the objective of developing housing for these people.
Mission Services	Property Purchase and Renovations	Purchase and major renovations to the existing men's residence (325 James St. N.) and the new men's residence (the old Jamesville Tavern)
Mission Services	Trusteeship Program	Through this funding, voluntary trusteeship services are provided to those who are homeless or at-risk of homelessness allowing them to obtain and retain housing.

Supporting Communities Partnership Initiative (SCPI) Projects including Youth in Hamilton 2000 – March 31, 2003

Organization	Project	Project Description
Native Women's Centre	New Facility	This capital project includes the purchase of land, architectural services/plans and a portion of the construction cost of a new Native Women's Centre. This new shelter will have 15 beds, 6 more than the current facility. Close to services such as public transit, schools, shopping and health care.
Native Women's Centre	Emergency Intervention	Through this project women and their children are provided with emergency vouchers for groceries, health/hygiene items, clothing, school supplies and trips, and other necessities. This voucher system allows families to pay bills and maintain their housing.
Phoenix Place	Transitional Housing Project	This project will allow increased service to client's of Phoenix Place, which provides counselling and transitional housing to victims of domestic violence.
Salvation Army Booth Centre	Architect Fees	This funding paid for the architect fees for the planned renovations of the Salvation Army Booth Centre 94 York Blvd., Hamilton.
Salvation Army Booth Centre	Essential Repairs to the Booth Centre	This capital project will fund essential repairs and renovations to the 50-year-old Salvation Army Booth Centre 94 York Blvd., Hamilton. Renovations are underway; expected date of completion is Nov. 2002.
Salvation Army Booth Centre	Healthcare Evening Clinic	This project provides the services of an onsite nurse practitioner at the Salvation Army Booth Centre Monday to Friday, in the afternoon and evening.
Salvation Army Booth Centre	Soup Van Ministry	This funding allows for the operation of the "Soup Van", a street outreach and food program. This program distributes, soup, sandwiches, beverages, seasonally appropriate clothing and blankets, and provides access to a cell phone.
Salvation Army Community & Family Services	Utilities Grant Program	The Utilities Grant Program provides funding and advocacy to those individuals and families in Hamilton, who have been notified of a utilities cut off.
Salvation Army Community & Family Services	Moving & Storage Program	This program provides free moving and storage of clothes, household items and furnishings to people who are homeless or under housed.

Supporting Communities Partnership Initiative (SCPI) Projects including Youth in Hamilton 2000 – March 31, 2003

Organization	Project	Project Description
Salvation Army Booth Centre	Caseworker	This project funds a caseworker to enhance the agency's ability to connect homeless or under housed individuals with permanent housing and assist vulnerable clients in maintaining their current housing.
Salvation Army Booth Centre	Trusteeship	Through this funding, voluntary trusteeship services are provided to those who are homeless or at-risk of homelessness allowing them to obtain and retain housing.
Settlement & Integration Services Organization, Hamilton Urban Core Community Health Centre, Housing Help Centre and St. Matthew's House	Co-ordinated Services	Through 4 partner agencies, this project delivers a co-ordinated approach to delivery of services to families that are homeless or at-risk of homelessness. These services include education, housing search assistance, emergency housing, food security, and health care access.
Social Planning and Research Council	Report Card to the Community	This project provides for research, evaluation, co-ordination and facilitation with respect to housing and homelessness in Hamilton and includes the Report Card on Homelessness and community forums/workshops. The final report card is due in March 2003.
St. Matthew's House	Homelessness Intervention Program for Older Adults	This program provides seniors at risk of homelessness, with transitional housing (apartments) and assistance in moving from transitional housing to permanent housing.
The Bridge: From Prison to Community	Bridge House Purchase and Renovations	The Bridge provides short-term and longer-term transitional housing, and programming and supports, for ex-offenders released from prison. This funding allows for the purchase and renovation of a building and includes increasing the number of beds by 50%.
VHA Health and Home Support Services and St. Matthew's House	Homeless Intervention Team for Low Income Older Adults	This program provides seniors at risk of homelessness, with transitional housing (apartments) and assistance in moving from transitional housing to permanent housing.

Supporting Communities Partnership Initiative (SCPI) Projects including Youth in Hamilton 2000 – March 31, 2003

Organization	Project	Project Description
Wesley Urban Ministries	24 hour Drop-in Centre	This funding covers the cost of one staff position 24 hours per day at the Wesley Centre, the training and all other associated costs. Refer to the following project.
Wesley Urban Ministries	24 Hour Drop-in Centre operation, continued	This funding is a continuation of the 24-hour drop-in project at the Wesley Centre, including a staff person, training and all other associated costs.
Wesley Urban Ministries	Recreation/Common Room Construction and Renovations	This capital funding allows for renovation and upgrade of the current washroom and shower facilities and the addition of a recreation/ smoking room for clients of the Drop-in Centre.
Wesley Urban Ministries	Caseworker	This project funds a caseworker to assist homeless or under housed clients find permanent housing; and a 1/2 time research position to examine current effectiveness of the shared accommodation housing.

Supporting Communities Partnership Initiative (SCPI2) Projects including Youth in Hamilton April 1, 2003 – March 31, 2007

Organization	Project	Project Description
Neighbour to Neighbour	Volunteer Program	Through Neighbour to Neighbour Centre's Resource Counselling Program Supportive counselling and advocacy is available to families and individuals who are experiencing difficulties. We train Resource Counsellors to work with our foodbank clients and complete intakes, updates, referrals and support in a confidential and sensitive environment.
Hamilton Urban Core	Prevention Program	Connecting individuals with the I.D. Clinic to replace their Birth Certificate which is the first step in the process of recovery of all other identity documents. Participants of the project will also be connected to other support services and education and skill development sessions, health services, counselling, budgeting and other services.
Good Shepherd Centre	Trusteeship Program	Agency receives client's monthly allowance "in trust", and makes payment for rent, utilities, etc. to ensure that they retain their housing. Food portion is dispersed to client as required.

Supporting Communities Partnership Initiative (SCPI2) Projects including Youth in Hamilton April 1, 2003 – March 31, 2007

Organization	Project	Project Description
Good Shepherd Centre	Food Bank Worker	Enhancement to current level of staff and volunteer resources, allows expansion of service to clients using the program, by 2 additional hours daily.
Elizabeth Fry Society	STARS Outreach	Stars Drop-in will increase its hours of operation so that staff and services are more available to women. This will increase the number of women who access our services and the frequency they seek support. We will offer a woman only safe space. The drop in will address needs such as referrals to community resources, court support, VAW counselling, personal hygiene needs, personal safety, and nutritious food.
The Salvation Army Community & Family Services	Moving and Storage Program	Free storage and moving of personal effects and furniture for the absolute homeless and those who have lost their housing due to incarceration or hospitalization. Also includes a walk-in storage component. Purchase of new moving van
The Salvation Army Community & Family Services	Food Bank Program	Enhancement to the Food Bank Program – equipment/service upgrades, provision of special food supplies, educational workshops, additional staff position and replacement of existing boiler.
The Salvation Army Booth Centre	Trusteeship Program	Work with clients to secure housing, liaison with landlords, receive income and pay rent and utilities. Follow up with clients on a weekly, biweekly or monthly basis based on need. We assist with application; attend income review updates, client visits. Assist with meal planning by purchasing monthly meal cards and grocery store vouchers.
Solutions for Housing Action Committee (SHAC)	Tenant Education & Outreach Initiative	Our project activities include: operating the Hamilton Tenant Helpline, creating and disseminating public education materials, and delivering public education workshops about housing rights.
The Living Rock Ministries	Rock Resources Program	Educating youth about housing options, transitional and supportive housing programs and their legal rights. Providing referrals to such programs as Hostels 2 Homes, Wesley Youth Housing Program, Legal Clinics, and Subsidized Housing, trustee programs.

Supporting Communities Partnership Initiative (SCPI2) Projects including Youth in Hamilton April 1, 2003 – March 31, 2007

Organization	Project	Project Description
Mission Services	Trusteeship Program	The Trusteeship Program at Mission Services provides monthly Financial Management for individuals with difficulties, referred to our service by community entities. Typically these persons are not stable in their housing, finances and life style. - keeps persons housed (by payment of bills) - helps prevent at-risk persons from being abused and exploited - assists with improving life skills and quality of life issues. - eliminates debt of clients, and thus boost the local economy
Housing Help Centre	Prevention Program	Housing loss prevention for individuals/families enhancing linkages with landlords and prevention /intervention to help at risk tenants maintain housing.
Hamilton Food Share	Truck Purchase	To purchase a used refrigerated vehicle suitable for the shipping /receiving operation of Hamilton Food Share in order to maintain and expand level of support to emergency food programs in the community.
Good Shepherd Centres	Mary's Place	Land Purchase – Phase “1” of project is complete.
Good Shepherd Centres	Mary's Place	Construction - Phase “2” of project, intended to provide shelter and women's centre with support services for homeless women and children.
Good Shepherd Centres	Family Shelter	This project was identified as a priority in the initial phase of SCPI and partially funded (building purchase); with the understanding that funds for project completion would be allocated from the second phase of SCPI II. Renovation of the purchased facility that will result in 20 family units with support services at a single location. Services offered will be sensitive to the needs of diverse groups in the community (i.e. cultural, language).
Wesley Urban Ministries	Harm Reduction Program – Special Care Unit	Harm reduction program that integrates housing and health supports for absolute homeless individuals.
Urban Native Homes Incorporated (Aboriginal Specific)	Transitional/Supportive Housing	Purchase and renovations of an existing building will result in 20 one bedroom units with kitchenette, which will provide culture based housing for absolute homeless seniors and disabled.

Supporting Communities Partnership Initiative (SCPI2) Projects including Youth in Hamilton April 1, 2003 – March 31, 2007

Organization	Project	Project Description
Mission Services	Transitional/Supportive Housing	Additional transitional/supportive housing and program to assist absolute homeless individuals to gradually return to independent living in the community. Renovation of Jamesville 2 washrooms and addition of laundry facilities for the transitional residential space
Hamilton Urban Core Community Health Centre	Access to Primary Health Care	Comprehensive services that will help achieve the selected outcomes include foot care services, oral health care and services, primary health care services(including primary mental health services, counselling, health education, advocacy, referral and health assistance such as outreach activities/services the shelter drop -ins, temporary residences and community locations.
The Salvation Army Booth Centre	Primary Health Care Clinic	Primary Health Care Clinic services seniors, men, women, aboriginal, people with mental health issues, concurrent disorders, anyone in our shelters system or in the community seeking medical help and assistance. Most of our homeless population do not have health cards and have no doctor - for them this is the only accessible medical treatment and we remove the strain on time and resources in our emergency rooms at our local hospitals.
Disability Action Network Group (DANG)	Access to Health Care Continuum for People with Disabilities	Occupational therapist and social worker will assist individuals with disabilities in accessing disability benefits and social housing. Data base of information of accessible housing will be produced.
The Salvation Army Booth Centre	Hospital Shelters Education Co-ordinator	The HSEC is the primary link between the hospitals and shelters in effort to increase communication and collaboration between the two systems. Help the hospital facilitate complex discharges from hospital for homeless patients. Provide walkabouts and presentations about homelessness and shelter services.
St. Matthew's House	Health Intervention to Prevent Homelessness of Older Persons	HIP HOP reaches out to older adults ages 55+ who are living in poverty, at risk of homelessness or are homeless with the goals of improving accessibility to and coordination of health service, supports and access to and retention of housing.

Supporting Communities Partnership Initiative (SCPI2) Projects including Youth in Hamilton April 1, 2003 – March 31, 2007

Organization	Project	Project Description
The Salvation Army Booth Centre	Discharge Health Beds	The Discharge Program was designed to address the medical needs of those individuals who are ready to be discharged from the hospital but whose medical needs may not be safely managed in their current housing situation. The program office is located within the Salvation Army Booth Centre. Caseworkers and nurses work together to assist men and women by offering transitional housing while also assisting them with integration into the community
Welcome Inn Community Centre	Recovery Food Vehicle	Purchase of new Food Recovery Vehicle for Food Bank.
The Salvation Army Community & Family Services	Window Replacement	Replacement of windows for the Food Bank.
The Salvation Army Community & Family Services	Activity Room Development	Activity room development
Wesley Urban Ministries	Basement Storage Renovations	Basement Storage Renovations and Walk-in Freezer and Fridge Purchase for Food Bank.
Neighbour to Neighbour	Handicapped Washroom Renovations	Renovations for One Handicapped Washroom, Counselling Room, Reception Area, Kitchen and Fridge Purchase for Food Bank.
Good Shepherd Centres	Food Line cold Storage	To install adequate cold storage to support the existing food line at the Mary Street facility.
Mission Services	Emergency Food Assistance	Create additional food storage space - install non-slip flooring, new storage room, 3 commercial fridges, 3 commercial freezers, gate for loading dock, power walker and shelving for storage room.
Living Rock Ministries	Essential Upgrades	Renovations - cement flooring, HVAC upgrades, security system, metal shelving, storage bins and food containers for the Food Bank
The Salvation Army Community & Family Services - Dundas	Emergency Food Assistance	Emergency Food Assistance

Supporting Communities Partnership Initiative (SCPI2) Projects including Youth in Hamilton April 1, 2003 – March 31, 2007

Organization	Project	Project Description
St. Matthew's House	Infrastructure needs of Food Bank	Renovate existing food bank storage facility.
Hamilton Food Share	HIFIS Implementation	HIFIS Data collection and implementation.
Wesley Urban Ministries/City of Hamilton	Transitional Housing for Street Involved Homeless Youth	Transitional housing for street involved homeless youth in Hamilton
Good Shepherd Non Profit Homes Inc.	Teen Parenting Transitional Housing	Transitional housing for parenting teens.

Homelessness Partnership Initiative (HPI) – April 1, 2007 – March 31, 2009

Organization	Project	Project Description
Neighbour to Neighbour	Volunteer Program	Through Neighbour to Neighbour Centre's Resource Counselling Program Supportive counselling and advocacy is available to families and individuals who are experiencing difficulties. We train Resource Counsellors to work with our foodbank clients and complete intakes, updates, referrals and support in a confidential and sensitive environment.
Hamilton Urban Core	Prevention Program	Provide essential services to homeless/ through essential health issues, economic needs advocacy i.e., eviction prevention.
Good Shepherd Centre	Trusteeship Program	Agency receives client's monthly allowance "in trust", and makes payment for rent, utilities, etc. to ensure that they retain their housing. Food portion is dispersed to client as required.

Homelessness Partnership Initiative (HPI) – April 1, 2007 – March 31, 2009

Organization	Project	Project Description
Elizabeth Fry Society	STARS Outreach	Expansion of the STARS Outreach Centre (case management, diversion/counselling, workshops, referrals and outreach). Develop Volunteer and Peer Support training.
The Salvation Army Community & Family Services	Moving and Storage Program	Free storage and moving of personal effects and furniture for the absolute homeless and those who have lost their housing due to incarceration or hospitalization. Also includes a walk-in storage component.
The Salvation Army Booth Centre	Trusteeship Program	Agency receives client's monthly allowance "in trust", and makes payment for rent, utilities, etc. to ensure that they retain their housing. Food portion is dispersed to client as required.
Solutions for Housing Action Committee (SHAC)	Tenant Education & Outreach Initiative	Develop media campaign/announcements/informational materials and a single point of access to inform low income tenants about available resources and their rights/responsibilities.
The Living Rock Ministries	Rock Resources Program	A support program intended to give incentives to youth while providing intervention & supports to find & maintain housing.
Mission Services	Trusteeship Program	Agency receives client's monthly allowance "in trust", and makes payment for rent, utilities, etc. to ensure that they retain their housing. Food portion is dispersed to client as required.
Hamilton Urban Core Community Health Centre	Access to Primary Health Care	Enhance existing services (primary health, oral health, and chiropody) on an outreach basis to homeless individuals.
The Salvation Army Booth Centre	Discharge Health Beds	Program is targeted to men and women who are discharged from hospital, who require convalescing and are homeless.
The Salvation Army Booth Centre	Primary Health Care Clinic	Primary Health Care services to Booth Centre residents and homeless individuals.
The Salvation Army Booth Centre	Hospital Shelters Education Co-ordinator	A Hospital-Shelter Education Co-ordinator will work to facilitate and improve collaboration between hospital and shelters.

Homelessness Partnership Initiative (HPI) – April 1, 2007 – March 31, 2009

Organization	Project	Project Description
St. Matthew's House	Health Intervention to Prevent Homelessness of Older Persons	Identify and offer outreach services/nursing, oral health, and chiropody. As well as Case management and referral to homeless individuals.
The Children's Aid Society of Hamilton	Transitioning to Adulthood	Development of a pilot project of the Supportive Living Model for ten youth who will be transitioning to independent living, ages 16 – 21.
The John Howard Society of Hamilton	Community Integration Services Directory	Develop a directory of community resources that will be made available to persons locating in the city following release from a correctional facility
Phoenix Place	Community Room Project	Develop and deliver programs that support and empower women, assist women to stabilize their lives through the development and enhancement of life skills and management of issues that limit their ability to access and maintain safe, affordable housing
Catholic Children's Aid Society	Housing Youth Leaving Care	Provide service to youth leaving care and at risk of homelessness. Which includes support to transitional housing units, after care support and community planning
City of Hamilton	Finding Home – Confidential Counselling	Provide mobile assessment and professional counselling for individuals who have a history of incarceration and homelessness
Interval House of Hamilton	Transitioning into Life	To reduce barriers and increase supports for women fleeing violence and in transition
The Bridge	Integrated Pre-release Discharge	Discharge planning
Good Shepherd Centre	Transitional Supportive Housing	To support women and children who have experienced abuse, transition from shelter into the community
Housing Help Centre	Accessibility Improvement Project	Improve access to afford housing in the community; create website, integrate existing phone lines, develop client intake, create one stop assessment support services, and expand access to housing support services

Homelessness Partnership Initiative (HPI) – April 1, 2007 – March 31, 2009

Organization	Project	Project Description
Urban Native Homes	Purchase of Multi-Use Storage and Training Space	Purchase of a multi-use building for the Aboriginal community for storage of furniture, clothing and non-perishable food. Also, traditional teaching instructions, instructor will engage in outreach for both children and parents of the children who are at risk of homelessness
Urban Native Homes	Koo gaa da win Manitou – Sustainable Assistance	Investment of new roof on the facility
Hamilton Regional Indian Centre	Youth Capacity Development Strategy	To hire a Capacity Development Coordinator to work with Aboriginal youth in the community
Sacajawea Non-Profit Housing	HEDAC Homelessness Project Coordinator & Support	Provide more coordinated engagement of partners to address homelessness
De dwa da dehs nye>s Aboriginal Health Centre	Expansion of Transitional Healing	To increase investment to the Traditional Healing program and the Over the counter medication/supplies program in support of homeless and those at risk of homelessness
De dwa da dehs nye>s Aboriginal Health Centre	Strategy for Addictions and Mental Health	To hire an addiction/mental health worker to provide increased supportive services to homeless individuals
Native Women's	Crisis Intervention Worker	Through engagement of a Crisis Intervention worker, increased investment toward meeting needs of homeless individuals
Native Women's	Aboriginal Healing and Wellness Outreach	Outreach for Aboriginal individuals and families living in poverty and at risk or homeless
Salvation Army Community & Family Services	Food Bank Purchase	Purchase and install walk-in freezer
Phoenix Place	Energy Efficiency	To replace key items such as major appliances and toilets, as well as replace kitchen cupboards.

Homelessness Partnership Initiative (HPI) – April 1, 2007 – March 31, 2009

Organization	Project	Project Description
Salvation Army Booth Centre	Renovations	To increase accessibility for men with physical disabilities, improve energy efficiency and increase comfort and safety.
Catholic Family Services	Kitchen/Dining Room construction	To rebuild existing kitchen and dining area to accommodate the number of young parenting women, as well as renovating existing building for administration and enhanced commercial program space.
Good Shepherd Centres	Notre Dame House Upgrades	To renovate Notre Dame House – replace roof, driveway resurfacing and recreation area.
Good Shepherd Centres	Brennan House – new furnishings	To replace furnishings at Brennan House
Good Shepherd Centres	Key System Updates	Renovations to kitchen, window replacement and parking lot resurfacing.
Wesley Urban Ministries	Transitional Housing Revitalization	To install new energy efficient furnaces, air conditioning, repair/replace roofs, damaged foundations.
Hamilton YWCA	Transitional Supportive Housing	To Create a space for other service providers to work with the women in our building
Hamilton YWCA	Enhanced Coordination – Staffing	Enhanced coordination and evaluation of service through development of service and evaluation protocols with service providers supporting women at YWCA
Homestead Christian Care	Nehemiah Project	The project will renovate and upgrade Homestead's Wentworth Program facility, creating 25 private suites.
Catholic Children's Aid Society	Youth Skills Training	To create a Youth Life Skills Training Centre to work with youth in the care of the Catholic Children's Aid Society of Hamilton to prepare them for leaving the child welfare system and transitioning to independence.
Good Shepherd Non-Profit Homes Inc	Bed Bug Project	To identify and develop strategies for a comprehensive approach to combating and preventing the spread of bed bugs in the community.

Homelessness Partnership Initiative (HPI) – April 1, 2007 – March 31, 2009

Organization	Project	Project Description
Wesley Urban Ministries	Claremont House	Harm reduction program that integrates housing and health supports for absolute homeless individuals.

Homelessness Partnering Strategy (HPS) – April 1, 2009 – March 31, 2011

Organization	Project	Project Description
Bridge (The)	Integrated Discharge Planning	Assist individuals coming out of prison to overcome the barriers they often face to finding homes. Help plan for their release, applying for and acquiring proper documentation, finding homes, establishing their own social safety net, financial management and help deal with addiction related issues.
Catholic Children's Aid Society (CCAS)	Youth Housing Support Project	A collaborative partnership between Catholic Children's Aid Society, Living Rock Ministries, Catholic Family Services, Good Shepherd Youth Services, Children's Aid Society of Hamilton, Wesley Urban Ministries Youth Services, Alternatives for Youth, Social Planning and Research Council of Hamilton. This project aims to achieve 3 objectives: Development of a team of housing support workers who provide service to young people at risk of homelessness through intervention, finding housing and housing maintenance; Support by a coordinator to enhance collaboration and community development; Provision of staff for two transitional houses to keep young people from being homeless. The staff will provide life skills development, emotional and housing support to young people.
Children's Aid Society (CAS)	Transitioning to Adulthood	Focuses on the provision of safe and secure housing for youth, while ensuring intensive supports through the first year of independent living. There is also a partnership with Youth Employment Centre and a semi-independent living program Live'N Learn.
Elizabeth Fry Society	Criminalized Women's Resource Centre	To assist criminalized women to make a successful transition from institution to the community through an integrated service approach that will provide supports and programming to address barriers.

Homelessness Partnering Strategy (HPS) – April 1, 2009 – March 31, 2011

Organization	Project	Project Description
Good Shepherd Centres	Second Stage Works	Support women in second stage housing, leaving shelter, or criminalized women who are coping with the impact of abuse by a partner and who are in transition. The project is designed to help them maintain adequate and stable housing by providing access to immediate employment opportunities that will assist them in reaching short term goals and realizing long term benefits.
Good Shepherd Centres	Trusteeship Program	Provide trusteeship and financial management to enable individuals to obtain and retain housing in the community.
Good Shepherd Centres	Emergency Repairs	The Good Shepherd Centre building requires urgent maintenance to provide appropriate standards of operation, to ensure a healthy safe environment and to protect the dignity of service users.
Good Shepherd Centres	Family Centre Upgrades	Upgrade the elevator to ensure that the shelter is accessible for people with disabilities and alleviate hardship for families. To purchase translation software that will enable staff to communicate effectively with clients who cannot speak English. To replace mattresses to meet proper standards of operation and ensure the quality rest and dignity of clients.
Housing Help Centre	Tenant Outreach and Improved Housing Retention Initiative	Funding to expand the tenant outreach service to include an intensive housing loss retention component for tenants facing imminent eviction as well as tenants identified as having significant barriers to maintaining housing.
Housing Help Centre	Rooming House Collaborative Initiative	To hire a rooming/lodging house coordinator to facilitate the development and implementation of a collaborative community outreach strategy to address rooming/boarding house and lodging home enforcement and social support issues
Interval House	Transitioning and Building Communities without violent homes	Reduce the gaps and increase the violence against women transitional information and supports for women at risk of homelessness or homeless by increasing accessibility of services to rural communities within Hamilton.

Homelessness Partnering Strategy (HPS) – April 1, 2009 – March 31, 2011

Organization	Project	Project Description
Micah House	Settlement and Outreach Worker	To assist homeless refugee claimants in making Hamilton their home. The project addresses issues of community, role and housing. The Settlement and Outreach worker works closely alongside the refugee claimant to move them into appropriate housing.
Mission Services	Trusteeship Program	Stabilize at-risk individuals, using basic financial management and other unique services to assist clients to develop the supports and the tools they need to avoid homelessness and become self-sufficient.
St. Matthew's House	Health Intervention for the Prevention of Homelessness of Older Persons (HIP HOP)	To prevent homelessness by helping at risk seniors stabilize and maintain their housing.
Salvation Army Booth Centre	Financial Management	Operate an eviction prevention program to prevent homelessness by maintaining the housing of participants through the provision of financial management, trusteeship and case management services.
Salvation Army - Grace Haven	Salvation Army – New Choices	Serves women with substance use issues who are pregnant or parenting young children. Provides services to this population such as early child development, parenting, addiction, home management, life skills and women's health.
Wesley Urban Ministries	Transitions to Home	Working with emergency shelters and community partners to build community capacity to support homeless adults find and maintain safe, sustainable, appropriate housing. This project is an element of the intensive Case Management specified in the Blueprint for Emergency Shelter Services.
Urban Native Homes	Purchase of Multi-Use Storage and Training Space	Purchase of a multi-use building for the Aboriginal community for storage of furniture, clothing and non-perishable food. Also, traditional teaching instructions, instructor will engage in outreach for both children and parents of the children who are at risk of homelessness
Native Women's	Crisis Intervention Worker	Through engagement of a Crisis Intervention worker, increased investment toward meeting needs of homeless individuals

Homelessness Partnering Strategy (HPS) – April 1, 2009 – March 31, 2011

Organization	Project	Project Description
Native Women's	Aboriginal Healing and Wellness Outreach	Outreach for Aboriginal individuals and families living in poverty and at risk or homeless
Sacajawea Non-Profit Housing	HEDAC Homelessness Project Coordinator & Support	Provide more coordinated engagement of partners to address homelessness
Niwasa Aboriginal Head Start Pre School	Child and Family Accessibility Support	To purchase a van to assist children and families (at risk of homelessness) in accessing culturally inclusive early learning and parenting support services
Hamilton Regional Indian Centre	Youth Capacity Development Strategy	Capacity Development Coordinator hired to work with Aboriginal youth in the community
Hamilton Regional Indian Centre	Community Development Officer	To promote organizational capacity development
Welcome Inn	Emergency Food Strategic Plan	To support the work of the Hamilton Emergency Food Planning Committee (9 emergency food providers, Hamilton FoodShare and 5 other stakeholders) in moving forward the strategic directions of the No One Goes Hungry report.

Homelessness Partnering Strategy (HPS) Extension – April 1, 2011 – March 31, 2012

Organization	Project	Project Description
Bridge (The)	Integrated Discharge Planning	Assist individuals coming out of prison to overcome the barriers they often face to finding homes. Help plan for their release, applying for and acquiring proper documentation, finding homes, establishing their own social safety net, financial management and help deal with addiction related issues.
Catholic Children's Aid Society (CCAS)	Youth Housing Support Project	A collaborative partnership between Catholic Children's Aid Society, Living Rock Ministries, Catholic Family Services, Good Shepherd Youth Services, Children's Aid Society of Hamilton, Wesley Urban Ministries Youth Services, Alternatives for Youth, Social Planning and Research Council of Hamilton. This project aims to achieve 3 objectives: Development of a team of housing support workers who provide service to young people at risk of homelessness through intervention, finding housing and housing maintenance; Support by a coordinator to enhance collaboration and community development; Provision of staff for two transitional houses to keep young people from being homeless. The staff will provide life skills development, emotional and housing support to young people.
Children's Aid Society (CAS)	Transitioning to Adulthood	Focuses on the provision of safe and secure housing for youth, while ensuring intensive supports through the first year of independent living. There is also a partnership with Youth Employment Centre and a semi-independent living program Live'N Learn.
Elizabeth Fry Society	Criminalized Women's Resource Centre	To assist criminalized women to make a successful transition from institution to the community through an integrated service approach that will provide supports and programming to address barriers.
Good Shepherd Centres	Second Stage Works	Support women in second stage housing, leaving shelter, or criminalized women who are coping with the impact of abuse by a partner and who are in transition. The project is designed to help them maintain adequate and stable housing by providing access to immediate employment opportunities that will assist them in reaching short term goals and realizing long term benefits.

Homelessness Partnering Strategy (HPS) Extension – April 1, 2011 – March 31, 2012

Organization	Project	Project Description
Good Shepherd Centres	Trusteeship Program	Provide trusteeship and financial management to enable individuals to obtain and retain housing in the community.
Housing Help Centre	Tenant Outreach and Improved Housing Retention Initiative	Funding to expand the tenant outreach service to include an intensive housing loss retention component for tenants facing imminent eviction as well as tenants identified as having significant barriers to maintaining housing.
Housing Help Centre	Rooming House Collaborative Initiative	To hire a rooming/lodging house coordinator to facilitate the development and implementation of a collaborative community outreach strategy to address rooming/boarding house and lodging home enforcement and social support issues
Interval House	Transitioning and Building Communities without violent homes	Reduce the gaps and increase the violence against women transitional information and supports for women at risk of homelessness or homeless by increasing accessibility of services to rural communities within Hamilton.
Micah House	Settlement and Outreach Worker	To assist homeless refugee claimants in making Hamilton their home. The project addresses issues of community, role and housing. The Settlement and Outreach worker works closely alongside the refugee claimant to move them into appropriate housing.
Mission Services	Trusteeship Program	Stabilize at-risk individuals, using basic financial management and other unique services to assist clients to develop the supports and the tools they need to avoid homelessness and become self-sufficient.
St. Matthew's House	Health Intervention for the Prevention of Homelessness of Older Persons (HIP HOP)	To prevent homelessness by helping at risk seniors stabilize and maintain their housing.

Homelessness Partnering Strategy (HPS) Extension – April 1, 2011 – March 31, 2012

Organization	Project	Project Description
Salvation Army Booth Centre	Financial Management	Operate an eviction prevention program to prevent homelessness by maintaining the housing of participants through the provision of financial management, trusteeship and case management services.
Salvation Army - Grace Haven	Salvation Army – New Choices	Serves women with substance use issues who are pregnant or parenting young children. Provides services to this population such as early child development, parenting, addiction, home management, life skills and women's health.
Wesley Urban Ministries	Transitions to Home	Working with emergency shelters and community partners to build community capacity to support homeless adults find and maintain safe, sustainable, appropriate housing. This project is an element of the intensive Case Management specified in the Blueprint for Emergency Shelter Services.
Native Women's	Crisis Intervention Worker	Through engagement of a Crisis Intervention worker, increased investment toward meeting needs of homeless individuals
Native Women's	Aboriginal Healing and Wellness Outreach	Outreach for Aboriginal individuals and families living in poverty and at risk or homeless
Sacajawea Non-Profit Housing	HEDAC Homelessness Project Coordinator & Support	Provide more coordinated engagement of partners to address homelessness
Hamilton Regional Indian Centre	Youth Capacity Development Strategy	Capacity Development Coordinator hired to work with Aboriginal youth in the community
Hamilton Regional Indian Centre	Community Development Officer	To promote organizational capacity development

Homelessness Partnering Strategy (HPS) Extension – April 1, 2011 – March 31, 2012

Organization	Project	Project Description
Welcome Inn	Emergency Food Strategic Plan	To support the work of the Hamilton Emergency Food Planning Committee (9 emergency food providers, Hamilton FoodShare and 5 other stakeholders) in moving forward the strategic directions of the No One Goes Hungry report.
Food Share	HIFIS Data Analysis	To support the work of the Hamilton Emergency Food Planning Committee through data analysis of HIFIS data.