To: Chair and Members
   Emergency & Community Services Committee

From: Joe-Anne Priel
      General Manager
      Community Services Department

Date: September 6, 2007

Re: Hostels to Homes Pilot (ECS07064) (City Wide)

Information:

In May 2007, the City of Hamilton launched the Hostels to Homes Pilot (H2HP), a collaborative effort with existing emergency shelters to reinvest community resources to support chronic shelter residents' move along the housing continuum. Hamilton’s H2HP has the capacity to engage a maximum of 120 chronically homeless individuals with the goal of helping 80 individuals find safe, affordable housing and provide them with the supports to sustain that housing.

Key features of Hamilton’s H2HP is the creation of an Integrated Mobile Case Management Team (IMCMT) that provides enhanced case management, 24/7 mobile supports, housing placement, access to appropriate employment supports and linkages to community based services. This innovative program provides the necessary supports to assist each participant in working towards and achieving their personal goals. Community Workers and emergency shelter staff work collaboratively to engage potential participants, build trusting relationships, assist them in accessing appropriate housing and to provide 24/7 support. Of note, the 24/7 support is available not only to tenants, but to landlords as well. The City of Hamilton is using the Housing Allowance Program (HAP) to access a range of housing options across the city in order to meet the individual needs of the participants. To-date, the team has engaged over 70 individuals and has housed twenty-five (25) of those engaged individuals.

Background:

In July 2006, the Ministry of Community and Social Services (MCSS) invited the City of Hamilton to submit a proposal for the H2HP. The development of Hamilton’s H2HP proposal was a collaborative effort by City staff, emergency shelters and other service providers with extensive experience working with homeless individuals. Hamilton’s H2HP proposal (and budget) was approved in February 2007. Hamilton is one of six
municipalities across the province selected to participate in this 18-month MCSS pilot initiative.

Hamilton’s H2HP initiative is an innovative program designed to re-invest community resources to support chronic shelter residents’ move along the housing continuum. Hamilton’s H2HP has the capacity to engage a maximum of 120 chronically homeless individuals. The goal of the H2HP is to help 80 of the engaged individuals find safe, affordable and sustainable housing.

Key features of Hamilton’s H2HP are service integration, enhanced case management, 24/7 supports, housing placement, access to appropriate employment supports and linkages to community based services and supports to assist each participant in working towards and achieving their personal goals. Although managed within the Residential Care Facilities and Hostels Unit, service delivery is integrated with other units from Community Services and Public Health Services as well as many other community agencies; such as, the emergency shelters, the Shelter Health Network and St. Matthew’s House.

The H2HP is addressing the gap in case management coordination through the establishment of the Integrated Mobile Case Management Team (IMCMT). Community Workers are helping individuals experiencing homelessness find and maintain housing.

The IMCMT reports to the Program Manager, Residential Care Facilities and Hostels Unit in the Housing Division. A listing of positions and funding source is provided in Table One.

**Table One: H2HP Positions and Funding Source**

<table>
<thead>
<tr>
<th>FTE</th>
<th>Position Title</th>
<th>Host Agency/ City Division</th>
<th>Pilot Funded</th>
<th>In-Kind</th>
</tr>
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<tbody>
<tr>
<td>1.0</td>
<td>H2HP Project Manager</td>
<td>Housing</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>5.0</td>
<td>H2HP Community Workers</td>
<td>Emergency Shelters</td>
<td>✓</td>
<td></td>
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<tr>
<td>1.0</td>
<td>Addiction Case Worker</td>
<td>Wesley Drop-in Centre</td>
<td>✓</td>
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<tr>
<td>0.5</td>
<td>Nursing Services (via Shelter Health Network)</td>
<td>Wesley Drop-in Centre</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>1.0</td>
<td>OW Case Manager</td>
<td>Housing</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>0.5</td>
<td>Rent Supplement/Tenant Relations Worker</td>
<td>Housing</td>
<td>✓</td>
<td></td>
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<tr>
<td>0.25</td>
<td>Home Management Worker</td>
<td>Social Development &amp; Early Childhood Services</td>
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</table>
The IMCMT represents a reallocation of funding to provide new resources within the community and will work to capitalize on the capacity of current City and community resources.

Hamilton’s Housing Division has committed 80 housing allowances to this pilot project. Housing allowances, which are part of the Affordable Housing Program, were developed to enable service managers to create affordable rental housing in rental markets with high vacancy rates. This housing allowance is a supplement paid to the landlord on behalf of households in need of rental assistance. Access to housing allowances is increasing the H2HP participants’ housing options in terms of housing location and quality of housing. Individuals participating in the pilot can now select housing that is closer to support services, family and/or potential employment opportunities. Participants with a history of substance-use also have the option of selecting housing outside of the downtown core – an area where they have traditionally experienced the greatest personal difficulty. Through this program, landlords of pilot participants are eligible for a housing allowance of $200 per client per month for a maximum of five years. Pilot participants will remain active on the Access to Housing wait list while accessing the Housing Allowance Program and will transition to a permanent rent geared to income housing unit when it becomes available.

Monitoring and Evaluation:

An evaluation of the H2HP will be conducted and lead by our provincial MCSS partners. A consultant will be hired by MCSS to design, implement and report on programmatic outcomes related to H2HP in the six participating municipalities across Ontario.

Given the extent of homelessness in Hamilton, it is critical to understand how this program can assist people who have been homeless for extended periods of time, including those living with a serious and persistent mental illness and/or an addiction. Local evaluation processes are currently being developed for the purpose of measuring the effectiveness of Hamilton’s H2HP in providing opportunities for chronic shelter residents to access and maintain affordable, appropriate and stable housing. A cost benefit analysis will also be prepared locally. Hamilton’s evaluation framework is being developed in consultation with MCSS to ensure consistency in terms of data collection, methodologies and common outcome measures and to minimize duplication of effort. Support for the local evaluation is being provided by the Social Development Team and coordinated by the H2HP Project Manager.

Identification of Pilot Participants:

Individuals staying in an emergency shelter for more than 42 nights are considered chronic shelter residents. Unable to secure income support and/or stable, affordable and appropriate housing, chronic shelter residents often return to a shelter several times throughout the year. The 2006 data shows that the total number of single chronic shelter residents in 2006 was 608 (see Table Two below).
Table Two: Number of Clients Staying at an Emergency Shelter for 42+ Nights by Gender (2006)

<table>
<thead>
<tr>
<th></th>
<th>42 - 99</th>
<th>100 – 199</th>
<th>200 – 299</th>
<th>300+</th>
<th>Total</th>
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<tbody>
<tr>
<td>Men</td>
<td>418</td>
<td>105</td>
<td>22</td>
<td>16</td>
<td>561</td>
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<tr>
<td>Women</td>
<td>39</td>
<td>5</td>
<td>3</td>
<td>--</td>
<td>47</td>
</tr>
<tr>
<td>Total</td>
<td>457</td>
<td>155</td>
<td>25</td>
<td>16</td>
<td>608</td>
</tr>
</tbody>
</table>

The H2HP identified 200 potential participants who stayed in emergency shelters for more than 42 days in 2006. Of these 200 potential participants, the intent is to engage 120 individuals with the goal of having 80 of these individuals securing and sustaining long term housing.

Current Status:

- The start-up phase of the H2HP commenced May 1, 2007, with the recruitment of the Project Manager, two Community Workers and the Ontario Works Case Manager.
- The team engaged and continue to work with the existing emergency shelter case management teams and other community support agencies to build linkages and to ensure that there is no duplication of effort and services.
- A participant intake and assessment form was developed to assist with the assessment of client appropriateness for the pilot, as were the necessary releases of information and consents for participation.
- Property Managers are being engaged and educated around the H2HP. City/landlord partnerships and meaningful working relationships are being developed and appropriate housing units are being secured to meet current need and to meet future need as the pilot moves forward.
- City staff and emergency shelter operators have been meeting with existing agency staff and community agencies for the purpose of providing information about the H2HP and to address any concerns about the integration of the H2HP with existing programs as they arise.
- Engagement of participants began May 31, 2007. The 18-month timeframe of the pilot will bring the pilot to an end on November 30, 2008. The IMCMT team is still ramping up. Three of the five Community Workers are on board and actively engaging and housing individuals. The Addiction Case Worker, as well as the Nurse Practitioner and Physician committed to the Pilot through the Shelter Health Network, joined the team in early September and the remaining two Community Workers will be in place by mid-October.
- As of September 10, 2007, the team has engaged over 70 potential pilot participants. Twenty-six participants have been housed with one participant vacating to date. Of the 25 participants currently housed, 18 participants moved directly into units with private landlords. Seven participants moved first into transitional housing units.
- It is anticipated that there will be 30 individuals housed by October 1, 2007.
- During the month of October, another six individuals will be housed. Beginning in November, upon the availability of five Community Workers, 10 individuals will be housed per month until March 2008 at which time 80 individuals will be housed.
Limiting the number of monthly move-ins allows the IMCMT to focus time and effort on those individuals already housed and/or preparing for their move. The support needs of the H2HP target population are significant and requiring a great deal of time and focus on the part of the team.

- Hamilton’s plan for evaluation, as detailed in its project logic model and evaluation matrix, has been approved by the local Implementation Committee.

Hamilton’s H2HP will achieve all four expected program outcomes as defined by MCSS:

i) To ensure emergency hostel residents have access and attachment to affordable, stable, transitional or permanent accommodation;

ii) To show savings to both the municipality and the province by transitioning people out of emergency hostels and moving them into sustainable affordable accommodation;

iii) To reduce the length of stay/usage of emergency hostel beds by chronic bed users within the timeframe of the pilot; and,

iv) To enhance coordination and integration in the provision of housing and other support services.

Participation in the H2HP will enable our community to realize, in part, the City of Hamilton’s vision to address homelessness. *Everyone Has a Home: A Strategic Plan to Address Homelessness*, endorsed by Council on March 28, 2007, signals the commitment of the City and the community to ‘doing things differently’. This initiative clearly demonstrates the common goal and collaboration between the City and the community.

**Financial Implications:**

The pilot is expected to be funded through existing funding in 2007 (start-up funds granted by MCSS and existing Hostel Program dollars). There is an expectation that there will be program savings within the Hostel Program directly related to the pilot participants in 2008.

Currently, the City pays $43.85 ($39.95 in per diem payments + $3.90 personal needs benefit) for each of the pilot participants. On average, the City spends $1,316 per resident per month to house an individual in a shelter under the Hostel Program. As participants are engaged in the pilot and move to transitional or long-term housing, they will be funded under the Ontario Works program. Participants are eligible for a maximum of $548 in Ontario Works client benefits per month. The $768 cost savings in the hostel program will be reallocated to fund the pilot. The monthly cost of the pilot and savings will fluctuate based on the actual number of participants. Staff are projecting an overall savings of $197,000 over the 18-month pilot.
Staffing:

MCSS provided $82,760 to fund initial project start-up costs (i.e. staffing, equipment and client engagement activities).

As indicated, the ongoing activities of the pilot will be funded through a re-allocation of OW benefits, paid on behalf of the pilot participants. The Project Manager position is a temporary position that has been created within the City complement and is funded directly through the pilot.

Joe-Anne Priel  
General Manager,  
Community Services Department
Hamilton

Hostels to Homes Pilot (H2HP)
What is the H2H Pilot?

An innovative 18 month program designed to re-invest community resources to support chronic hostel residents’ move along the housing continuum.
# Chronic Hostel Users

<table>
<thead>
<tr>
<th></th>
<th>2005</th>
<th>2006</th>
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<tbody>
<tr>
<td>Men</td>
<td>515</td>
<td>561</td>
</tr>
<tr>
<td>Women</td>
<td>36</td>
<td>47</td>
</tr>
<tr>
<td>Total</td>
<td>551</td>
<td>608</td>
</tr>
</tbody>
</table>
Target Population for the H2HP

Individuals that are

• chronic hostel residents (42+ days in the last year)

• currently staying in a hostel or in temporary and/or unstable accommodation

• OW eligible
Why OW Eligible Only?

Reinvestment of existing hostel dollars:

Current cost to keep someone in the hostel for one month = $1316
Current maximum for a single adult receiving Ontario Works = $548

A savings of $768/month = investment in support services (the H2H team and supports)
Hamilton’s Model
Collaboration of City and Community

City of Hamilton
- Community Services
  - Housing
  - Ontario Works
  - Employment Services
  - Culture and Recreation
  - Social Development & Early Child Services
- Public Health Services
  - Alcohol, Drugs & Gambling
  - Mental Health Outreach Team

Community
- Good Shepherd Centres
- Mission Services
- Salvation Army
- Wesley Urban Ministries
- Shelter Health Network
- St. Matthews House
- Used furniture suppliers
Integrated Mobile Case Management Team

- Nurse / Physician
- Home Management Worker
- OW Case Manager
- Employment Supports
- Addiction Case Worker
- Mental Health Outreach
- Project Manager
- Rent Supplement/Tenant Relations Officer
- Community Workers (Five)
Complex Needs Addressed

- Individualized support
  - Holistic
  - Recovery Oriented
  - Harm Reduction Philosophy
  - 24/7

- Connection to long term supports (post 18 months)

- Affordable Housing
  - $200 Housing Allowance/month

- Placed on waiting list for long term geared-to-income housing (post five years)
Monitoring & Evaluation

• Provincial Evaluation
  – Provincial consultant
  – Evaluation of all six Pilots

• Local Evaluation
  – Supported by the Social Development Team
  – Evaluation of Hamilton’s Pilot
  – Local Cost Benefit Analysis at Pilot completion
Expected Outcomes of the H2H Pilot

- To ensure emergency hostel residents have access and attachment to affordable, stable, transitional or permanent accommodation
- To show savings to both the municipality and the province by transitioning people out of emergency hostels and moving them into sustainable affordable accommodation
- To reduce the length of stay/usage of emergency hostel beds by chronic bed users within the timeframe of the pilot
- To enhance coordination and integration in the provision of housing and other support services
In Keeping with the City of Hamilton’s Strategic Plan to Address Homelessness – a community where everyone has a home

Increase supports to help people obtain and maintain housing

– Strategy 3.2

The CSD and community partners identify people who are staying in emergency shelters for 42 days or more, and provide appropriate supports to help them find and maintain affordable housing.
In Keeping with the City of Hamilton’s Strategic Plan to Address Homelessness – a community where everyone has a home

Increase supports to help people obtain and maintain housing

– Strategy 3.3

The CSD collaborates with community partners to develop and implement a system of coordinated case management for people in emergency shelters.
In Keeping with the City of Hamilton’s Strategic Plan to Address Homelessness – a community where everyone has a home

Increase supports to help people obtain and maintain housing

- Strategy 3.4

Public Health Services, other levels of government and agencies increase availability and accessibility of mental health and addictions services, including harm reduction strategies, outreach and treatment.
Local Timelines

- May 31st, 2007 – Pilot Launch Date
- September 1st, 2007 – 23 individuals housed
- 80 individuals to be housed – March 2008
- November 30th, 2008 – Project End Date
What’s Happened to Date

Since May 31\textsuperscript{st}, 2007

- 26 men housed – only 1 has vacated his unit but remains engaged in H2HP

- Of the 25 men currently housed
  - 18 moved directly into independent housing
  - 7 moved first into transitional housing, 4 of these have transitioned to independent housing

- Of the 29 men who have completed intakes and are in housing or waiting for housing:
  - hostel beds were accessed between 44 and 554 nights over 2006 & 2007 (up to mid-August) for a total of 6804 nights
  - average hostel usage over 2006 & 2007 (up to mid-August) was 227 nights
  - self-reports of hostel use ranges from 1.5 months to 9 years
Challenges

• Impact of pilot on emergency hostel providers
  – Per diem funding formula
  – Need stable funding to keep emergency services available / with the necessary supports to move people along the housing continuum
For More Information…

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