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Date December 6, 2023 **Report No.** 2023-336

To Chair and Members
Social Services Committee

From Brian Hutchings
Chief Administrative Officer
Acting Commissioner Community Services and Social Development

1.0 Type of Report

Consent Item ☒ [X]
Item For Consideration ☐ []

2.0 Topic **Housing Stability Services Update [Financial Impact: None]**

3.0 Recommendation

- A. THAT Report 2023-336 Housing Stability Services Update BE RECEIVED; and
- B. THAT the City Clerk BE DIRECTED to forward a copy of the final resolution and staff report to the County of Brant.

4.0 Executive Summary

The Brantford-Brant Homelessness System of Care (BHSC) is comprised of multiple service providers who support individuals at risk of, or currently experiencing homelessness, by promoting connections to programs that meet individual needs.

As outlined in Report 2023-183 [Housing Stability Services Update](#), staff issued a formal Request for Proposal (RFP) for the emergency shelter system in August

2023, with the intent to ensure that individuals and families experiencing homelessness have access to services that suit their needs and fill any current gaps within the BHSC.

While the Emergency Shelter Service RFP was unsuccessful, staff were able to move forward with entering into one-year shelter agreements with all four shelter providers that will provide an overall increase in shelter beds in the system as well as services within emergency shelters such as case management functions in order to support individuals and families experiencing homelessness.

This report also responds to Report 2021-63, [Homelessness System Update and Housing Stability Strategy Report](#) where staff were directed to explore alternate funding options to either reduce or eliminate homelessness subsidies to the two current Housing with Related Supports providers: Kayorie Manor and Grand River Estates (formerly Penmarvian).

Unlike emergency shelter providers, both Kayorie Manor and Grand River Estates provide beds at subsidized rates based on clients' income along with additional supports.

Staff will report back in Q1 2024 on a wind down plan through attrition for exiting Grand River Estates from provincial Homelessness Prevention Program grant funding in a manner that ensures all in-situ clients residing at that location are provided for.

5.0 Purpose and Overview

The purpose of this report is to provide members of Social Services Committee and Council an update regarding the Brantford-Brant Homelessness System of Care and housing stability services and responds to the April 2023 Resolution: *Enhanced Emergency Shelter Services*.

Staff are currently reviewing and will report back in Q1 2024 on a wind down plan at Grand River Estates that will eventually end funding for this provider. Any recommended wind down plan will ensure all current clients at Grand River Estates will continue to be supported.

6.0 Background

The emergency sheltering system was comprised of 70 total permanent emergency shelter bed spaces with the potential for five (5) additional beds for male clients if required, provided by four organizations that offer immediate

sheltering assistance for those in need. Rosewood House, Brantford Booth Centre, St. Leonard's Community Services, and Nova Vita provide sheltering services to adults, women with children, and youth.

As outlined in Report 2023-183 [Housing Stability Services Update](#), staff issued a formal Request for Proposal (RFP) for the emergency shelter system in August, 2023, with the intent to ensure that individuals and families experiencing homelessness have access to services that suit their needs and fill any current gaps within the BHSC.

The Emergency Shelter Service RFP was unsuccessful, resulting in staff moving forward with entering into one-year shelter agreements with all four shelter providers. These contracts outline services provided within emergency shelters such as case management functions in order to support individuals and families experiencing homelessness and an overall increase in shelter beds.

This intensification in system capacity represents an average 19% increase to the shelter system from previous years with a seasonal increase incorporated during winter months.

Resolution – Enhanced Emergency Shelter Services (April 2023)

WHEREAS the City of Brantford is the Service Manager for Housing Services in the City of Brantford and County of Brant; and

WHEREAS the City of Brantford provides funding to community agencies for the delivery of emergency shelter services; and

WHEREAS emergency shelters are an important connection point for individuals experiencing homelessness, mental health, addictions and other challenges; and

WHEREAS it is critical that emergency shelter programs support both shelter clients and the surrounding neighbourhood; and

WHEREAS expanding services available through emergency shelters such as peer support, public washrooms, warming centres, cooling centres and medical supports can increase positive outcomes for both clients and neighbourhoods; and

WHEREAS city staff are currently developing plans to enhance emergency shelter and homelessness services;

NOW THEREFORE BE IT RESOLVED THAT staff BE DIRECTED to:

- A. Conduct a jurisdictional scan of service models that provide enhanced supports to both clients and the neighbourhoods in which emergency shelters are located; and
- B. Explore the feasibility of additional services that support clients and neighbourhoods including, but not limited to, increased medical supports, improved access to public washrooms, peer support, warming centres and cooling centres; and
- C. Provide a report to Social Services Committee prior to the end of Q2 2023 outlining:
 - i. Recommendations regarding additional supports and services to be delivered through emergency shelter;
 - ii. Costs and recommended funding source for these additional supports and services;

The process to incorporate these services into future service contracts with emergency shelters providers, including accountability measures such as customer service standards and annual service reviews.

7.0 Corporate Policy Context

This report supports:

[Brantford-Brant Housing Stability Plan \(2014-2024\)](#)

City of Brantford Council's 2023-2026 Strategic Theme 6 (b): invest in a long-term strategy and plan to manage the homelessness crisis, inclusive of the related issues of mental health and addiction issues and safety and security concerns.

The County of Brant's 2019-2023 Strategic Priorities: Healthy, safe and engaged citizens.

8.0 Input from Other Sources

City of Brantford – Finance
Grand River Estates
Kayorie Manor

9.0 Analysis

9.1 Housing Stability Supports

As outlined in Report 2023-183 *Housing Stability Services Update*, staff issued a formal Request for Proposal (RFP) for the emergency shelter system in August, 2023, with the intent to ensure that individuals and families experiencing homelessness have access to services that suit their needs and fill any current gaps within the BHSC.

The Emergency Shelter Service RFP was unsuccessful as no proponents were able to fully provide the desired service provision as outlined in the RFP. This resulted in staff moving forward with entering into one-year shelter agreements with all current shelter providers.

Current contracts outline enhanced services provided within emergency shelters such as case management functions in order to support individuals and families experiencing homelessness and an overall increase in shelter beds.

This intensification in system capacity represents an average 19% increase to the shelter system from previous years with a seasonal increase incorporated during winter months.

As a whole, these organizations will be providing a total 79 shelter beds from April 2023 to November 2023, and 83 beds from December 2023 to March 2024, and 6 transitional beds throughout the year.

Table 1 – Emergency Shelter Beds

Population Served	December 1, 2023 – March 31, 2024	April 1 – October 31, 2024	Transitional Beds
Men	44	49	3
Women	20	15	1
Youth (ages 16-29)	12	10	1
Women-led families	7	5	1
Total Beds in System	83	79	6

Additional supports for individuals accessing the shelter system include:

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- In-person diversion services for individuals/households entering the emergency sheltering system by way of exploring resources and natural support systems;
 - A system policy and process availing the use of motels as an extension of the emergency sheltering system as required for eligible individuals and households;
 - Participation in Coordinated Access;
 - Individuals entering the shelter system will be assigned a case manager who will be responsible for working towards a successful exit from the shelter system to safer, more appropriate accommodations;
 - Case management in emergency shelters that will have shelter staff creating a Housing Stability plan for all individuals accessing the shelter system. This will include: referrals to the centralized housing waitlist, Service Prioritization Decision Assistance Tool (SPDAT) assessments, assistance with application requirements such as income verification and obtaining identification;
 - Full participation in utilizing the Homeless Individuals and Families Information System (HIFIS) for the purpose of data sharing, data collection, data reporting, and case management;
 - Identified Transitional Bed spaces to allow individuals to maintain longer-term housing stability within an emergency shelter while they seek more appropriate accommodations;
 - Provision of warming and cooling spaces within the shelter system when possible; and
 - Storage options for individuals residing within the emergency shelter system.

9.2 Housing with Related Supports Providers

Report 2021-63, *Homelessness System Update and Housing Stability Strategy Report* directed staff to explore alternate funding options to either eliminate or reduce funding through homelessness funding streams to the two current Housing with Related Supports programs operating at Kayorie Manor and Grand River Estates and to explore alternate funding sources.

Fifty (50) beds are currently funded through Homelessness Prevention Program (HPP) provincial grant funding. These are dedicated to clients of Kayorie Manor and Grand River Estates. The annual funding provided is detailed in Table 2 and at this time, no alternate funding source is available;

Table 2 - HPP Funded Beds at Housing with Related Supports Locations

	Annual Funding	# of Beds
Kayorie Manor	\$ 252,760	20
Grand River Estates	\$ 314,140	30
Total	\$ 566,900	50

Unlike emergency shelter providers, both Kayorie Manor and Grand River Estates provide beds at subsidized rates based on clients' income along with additional supports. Many individuals residing in these locations have higher acuity needs due to developmental delays, mental health challenges, concurrent disorders, or other medical reasons. Clients require assistance and support with activities of daily living such as 24-hour supervision, medication administration, life skills, and community integration.

The residents at Kayorie Manor and Grand River Estates are vulnerable individuals and any proposed funding changes to these facilities need to be approached with sensitivity.

The housing continuum describes a range of housing types available in a community (Figure 1). The continuum ranges from homelessness services to home ownership. As individuals and families navigate through the continuum, an assortment of housing options and types are available. Each housing type plays a critical role in housing stability. Some households may enter and progress through the continuum at different rates and others may remain at a point in the continuum that meets their individual requirements. Each component of the continuum is critically important.

Figure 1 – Housing Continuum



Community Supportive Housing is defined as privately owned and operated housing that may be funded by local municipalities to support higher acuity individuals exiting the emergency shelter system. Support services can include;

- 24-hour supervision;
- Medication administration;
- Provision of meals;
- Life skills training; and
- Community integration.

Without the availability of this type of housing, individuals within the emergency sheltering system presenting with high acuity due to developmental disabilities, mental health challenges, and other unique challenges would be left with limited options, as they may not qualify for long term care and community living waitlists are lengthy.

Many of these individuals were discharged from hospital or a facility and were left to access the emergency shelter system. For these clients, Kayorie Manor has been able to bridge the gap and provide the necessary supports and offer long-term, supportive housing solutions.

9.2.1 Kayorie Manor

Kayorie Manor is funded by the City for up to 20 beds for individuals. Of the 18 clients currently residing at Kayorie Manor, five (5) clients (28%) transitioned from either emergency shelter facilities, or were unsheltered (couch surfing – staying with friends, etc.).

Of the remaining residents, nine (9) have been residing at this location prior to 2013, and one was a recent hospital discharge and transfer from another supportive housing provider.

The longest tenured client at Kayorie Manor dates back to the mid-1980s, while the most recent admission took place in March 2023.

Staff at Kayorie Manor has adopted a collaborative approach to supporting clients within the Brantford Homelessness System of Care (BHSC). Within the community there is a demonstrated need for a strong partnership with

a supportive housing provider to coordinate placement of individuals with higher acuity needs into supported living environments.

With the recent addition of the Brantford Community Healthcare System to the BHSC, supportive housing partners will be relied on even more heavily to support rapid placement of higher-needs hospital discharges within the unsheltered population.

9.2.2 Grand River Estates

Grand River Estates (formerly Penmarvian Retirement Home) is provided funding for 30 beds. Of the 30 clients currently subsidized at Grand River Estates (GRE), only four (13%) have transitioned to GRE from an emergency shelter facility or from unsheltered/transitional locations.

In reviewing available HIFIS data, staff noted admission trends where clients that are being referred from the Brant-Brantford Homelessness System of Care (BHSC) to GRE for potential housing are not being accepted.

In 2022, only two new individuals were placed into housing at Grand River Estates. Of those individuals, one was a referral from the BHSC, and the other was a direct placement from Brantford General Hospital.

9.3 Next Steps

Both Kayorie Manor and Grand River Estates provide invaluable supports to vulnerable individuals.

Homelessness Prevention Program (HPP) funding provided by the province is positioned to support homelessness initiatives, and individuals exiting homelessness.

HPP funding is a combination of three programs that include the former Community Homelessness Prevention Initiative (CHPI), Home for Good (HFG), and Strong Communities Rent Supplement Program (SCRSP). HPP is intended to be flexible and streamlined, so that Service Managers can target funding where community need is greatest and can make the most impact on reducing and preventing homelessness

The majority of the residents currently living at Kayorie Manor have moved from precarious housing situations or the emergency shelter system into permanent housing at this Community Supportive Housing facility.

As a facility that actively supports individuals exiting homelessness by working with shelter providers, Kayorie Manor is in line with HPP funding guidelines for supporting individuals exiting homelessness and moving through the housing continuum. HPP program funding allows for Service Managers to fund programs that directly impact the reduction of homelessness within the community.

Grand River Estates is a retirement residence facility that offers independent, enhanced and subsidized living¹. The majority of transitions to Grand River Estates are by individuals who have been referred from the hospital, or require enhanced care not available at other supportive housing facilities. Admissions from the emergency shelter system are minimal.

Since January 1, 2022 only one individual has transitioned from the Brantford-Brant Homelessness System of Care into housing at Grand River Estates.

Report 2021-63 [Homelessness System Update and Housing Stability Strategy Report](#) directed staff to explore alternate funding options to either eliminate or reduce homelessness subsidies to the two current Housing with Related Supports programs operating at Kayorie Manor and Grand River Estates.

The current contract with Kayorie Manor has been extended until December 2026 after which time a Request for Proposals process must be entered as per Corporate Purchasing Policy. This supportive housing provider fills a need within the housing continuum, meets provincial HPP funding guidelines, and provides crucial supports to individuals with unique needs who would otherwise be left without adequate and safe housing options.

Staff are currently investigating and will report back in Q1 2024 on a wind down plan for Grand River Estates as this service provider does not fit within the provincial Homelessness Prevention Program (HPP) funding guidelines.

Any wind down plan will include ensuring current clients are not left without subsidy while residing at Grand River Estates.

As the residents at Grand River Estates are vulnerable individuals all proposed wind down plans and changes to funding will be approached with sensitivity and through attrition of current clients.

¹ <http://www.grandriverests.com/what-we-offer>

10.0 Financial Implications

There are no direct financial implications with this report.

11.0 Climate and Environmental Implications

There are no direct climate and environmental implications as a result of this report.

12.0 Conclusion

Staff issued a formal Request for Proposal (RFP) for the emergency shelter system in August 2023, with the intent to ensure that individuals and families experiencing homelessness have access to services that suit their needs and fill any current gaps within the BHSC.

While the Emergency Shelter Service RFP was unsuccessful, staff have moved forward with entering into one-year shelter agreements with all current shelter providers. Current contracts outline enhanced services provided within emergency shelters in order to support individuals and families experiencing homelessness and an overall 19% increase in shelter beds with a seasonal increase incorporated during winter months.

In 2021, staff were directed to explore alternate funding options to either reduce or eliminate homelessness subsidies to the two current Housing with Related Supports providers: Kayorie Manor and Grand River Estates (formerly Penmarvian). Unlike emergency shelter providers, both Kayorie Manor and Grand River Estates provide beds at subsidized rates based on clients' income along with additional supports.

The majority of the residents currently living at Kayorie Manor have moved from precarious housing situations or the emergency shelter system into permanent housing at this Community Supportive Housing facility. The majority of transitions to Grand River Estates are by individuals who have been referred from the hospital, or require enhanced care not available at other housing facilities. Admissions from the emergency shelter system are minimal.

Staff will report back in Q1 2024 on a wind down plan through attrition for exiting

Grand River Estates from provincial HPP funding in a manner that ensures all in-situ clients residing at that location are provided for.



Brian Hutchings
Chief Administrative Officer
Acting Commissioner, Community Services & Social Development

Reviewed by:

Mary Musson, CD, BA (Hons), Dipl MM
Director, Housing and Homelessness

Prepared By:

Katarina Knezovic, Combined Hons BA, MA, MA, Acting Manager, Housing Stability
Harpreet Buttar, Data and Program Analyst
Stefan Dedominicis, Administrative Program Coordinator

Attachments (if applicable)
N/A

Copy to: N/A

In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required ☐ yes ☒ no

Agreement(s) or other documents to be signed by Mayor and/or City Clerk ☐ yes ☒ no

Is the necessary by-law or agreement being sent concurrently to Council? ☐ yes ☒ no