

A Way Forward:

Housing the Chronically Homeless 2015



Making Kenora HOME
COMMUNITY SOLUTIONS
FOR HOMELESSNESS

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On Tackling Tough Targets



Making Kenora HOME is a grassroots group of local citizens who meet to identify, discuss and take action on the multilayered issue of homelessness within the City of Kenora. It is our shared understanding that stable housing is crucial to breaking the cycle of poverty. We advocate for affordable, accessible and appropriate housing through education on homelessness and poverty, facilitate coordination of projects to increase the effectiveness of local services, and the promotion of housing/supportive housing projects. Activating Kenora to address the housing needs of our low income citizens requires community engagement, inclusion and commitment.

The most marginalized of our homeless citizens are the most obvious face to local impoverishment. Known as the street people, they flow through temporary accommodation, community agencies and back to the streets. They are the most challenging demographic to house. It is the at-risk group that everyone wants “fixed” but no one wants to work with. Responsibility has been assumed by local churches as part of their outreach but their needs are beyond the scope of charity work.

As a community we have diverted our most vulnerable population to emergency shelters, medical facilities and police cells - all of which are crisis responses. The crisis model has not worked in the past. We need to be proactive in preventing and reducing homelessness because community members are marginalized and put at risk by the impacts of living rough. In addition, our community bears the increased costs to health, policing and social services caused by homelessness. Further, in marketing Kenora for economic development, we need to improve our social presentation in order to promote our city as a respectful, inclusive and caring community.

This report reviews what has been done and what needs to be done next to get the chronically homeless in our community housed.

**Dan Jorgensen
Co-Chair**

**Diane Pelletier
Co-Chair**

Executive Summary

A Way Forward-Housing the Chronically Homeless reports on the community's housing crisis which impacted the most marginalized of our citizens. Multiple agencies have produced and released reports on this important issue. Making Kenora Home has researched the issue and reviewed the key reports.

A Way Forward is a document that consolidates the research, reports and recommendations made over time. The common themes lead us beyond assessment and forward into a potential community work plan.

In summary, our recommendations are as follows:

1. Ensure the continuance of a sustainable emergency shelter to serve the temporary housing needs of transitionally homeless persons in Kenora
2. Support the implementation of the local Managed Alcohol Program
3. Identify lead for Inclusive Housing Steering Committee
4. Increase Kenora's affordable, accessible and appropriate housing supply for singles/couples by 20% (42 units)
5. Develop local social service providers' capacity to deliver sustainable, personalized, wraparound services to individuals who are chronically homeless
6. Deliver Housing First to Kenora
7. Evaluate efforts to house the target population

We present this report to the community with the intent of carrying the momentum of past efforts forward into today's developmental work and towards tomorrow's resolutions.

Crisis at the Emergency Shelter

*To clothe the naked
To help the helpless
To feed the hungry
To love the unloved
To guide the lost*

This is the mission of the Kenora Fellowship Centre. Over the years they have developed programs to address the needs of the most marginalized citizens of Kenora. Presently, there is a day program, a transitional

housing program and an emergency shelter. The day program provides opportunities for socialization and individual support services. These services meet needs for nutrition, personal hygiene, clothing and spiritual guidance. The crisis impacting the emergency shelter will not impact the day program operation.



In 1959 the Presbyterian Church responded to a need for temporary shelter by First Nation members that arose when Department of Indian Affairs sold Anicinabe Park with the Indian House facility to the town of Kenora¹. The federal government had originally offered funding to mission facility to facilitate the roll over but the promised core funding fell through. Fifty years later, the struggle to maintain an emergency shelter is still a daily reality and service shutdown is imminent. It is this crisis that forces the community to refocus from getting the chronically homeless “off the streets” to focusing on permanent housing solutions.

The cost of providing an emergency shelter at the Fellowship Centre facility is \$220,000² per year. The lack of core funding for the emergency shelter has been an ongoing issue. The current funding formula includes a combination of per diem rates and CHPI³ enhancement. More money has flowed to the emergency shelter (146%) because there are more people (150%) staying in the hostel. The economies of scale principle is only effective when core costs are covered despite fluctuations in operational size. The building and staffing expenses are the same whether there are 12 guests or 30 guests. If the current number of guests was reduced this year because of Project Homefind’s success in placing 10 persons out of the transitional program, the per diems for the year would be reduced by \$24,503. For a fiscally strained program, this loss would bankrupt the operation. Relying on per diem funding reduces the emergency shelter’s viability.

In a smaller community, numbers undermine the provision of emergency services because governmental funding is tied to usage. The more successful the system is in preventing or resolving homelessness, the less viable emergency shelters become. However, if emergency services are not available, people die. Because CHPI funds cover everything from shelters to

¹ For further information refer to the Kenora Fellowship Centre Hostel History in Appendix

² Information provided by Kenora Fellowship Centre management

³ Community Homelessness Prevention Initiative

rent banks, every dollar used to prop up a shelter operation is a dollar that cannot be spent preventing homelessness through a rent bank. When the tenant who cannot be helped through the rent bank loses their home, they require emergency shelter which drives up the cost of the emergency shelter operation. As administrators of an underfunded CHPI, the KDSB faces difficult funding decisions.

As operators of the local emergency shelter, the Kenora Fellowship Centre are in a more difficult position. The funding formula is not sustainable. They know this. Unfortunately, they see the faces of the homeless who will lose their basic emergency shelter if the local housing issues are not better addressed. In knowing the sheltered homeless intimately, this loss is a shared heart break.

The Kenora Fellowship Centre's purpose was to serve as a faith mission to the aboriginal people. Today the emergency shelter program swallows almost two thirds of its total operating costs. A patchwork of funding streams temporarily covered the escalating shortfall but future sustainability is unlikely without a permanent solution.

Carrying the emergency shelter forward is further complicated by changing demographics. The number of persons who are using shelter services has more than doubled. In 2007 the average number of nightly shelter users was 12⁴. In 2015, the average number per night is 30⁵ (11 in the transitional program and 19 in the shelter program).

The population profile has also shifted. Originally, the overnight guests at the Fellowship Centre were members of local First Nations who had to come in to town for medical or business appointments. The visits were short-term and purposeful. Over time, First Nations support services including the hospital hostel and medical transport vans reduced this need. The hostel program changed from temporary accommodations by people who had homes elsewhere to sheltering the homeless. Eight years ago, the typical shelter patron was aboriginal, male, middle aged and challenged by addictions⁶. Today a younger demographic has emerged. They are a generation that has aged out of institutional care and are struggling with the impacts of traumatic childhoods, fetal alcohol syndrome and drug addictions. They are more complex in their needs and more prone to act out violently when frustrated. Increased staffing is needed for safety which escalates costs. In addition, the growing number of aging patrons with mobility issues has created accessibility issues. The client demographic changes have increased the workplace stress upon the minimally paid and largely untrained staff.

Finally, the dwindling affordable housing options have added to the log jam of patrons who are sheltered by the Kenora Fellowship Centre. Emergency shelters are intended to be temporary accommodation. The majority of those currently staying at the Centre are actually residing there because there are no affordable housing options for them. For some, the temporary accommodation has extended over years instead of days. Without an expansion of affordable housing in the community, the pressure will remain on crisis services which are expensive and non-sustainable.

⁴ Kenora Fellowship Centre: Anamiewigummig-Organizational Review January 2007

⁵ Provided by the Kenora Fellowship Centre management on April 8, 2015

⁶ Kenora Fellowship Centre: Anamiewigummig-Organizational Review January 2007

The Kenora Fellowship Centre is a charity that can choose which services it plans to deliver. If the emergency shelter program is non-sustainable, they can shut the service down. As a community, we have relied on the Fellowship Centre to “keep the homeless off the streets”. This crisis is a community crisis and the solution must be a community solution.

Emergency shelters are a service necessity in communities with significant homeless and transient populations. As many reports have concurred, Kenora requires an emergency shelter to deal with the episodically homeless on an ongoing basis. The Kenora Fellowship Centre has stretched beyond this service target because of the lack of affordable housing in the community.

Continuing to prop the shelter up with temporary funding will only delay the inevitable collapse of the service. Utilizing scarce homelessness dollars to support the emergency shelter, results in decreased affordable housing creation which in turn increases the pressure on the Fellowship Centre’s resources.

A shut down of the emergency shelter would push more of our citizens into high risk rooflessness. Kenora has been in this situation before. It was the death of Charlie McLeod that spurred the Social Planning Council to take action. Treaty 3’s report, “While People Sleep”⁷, is a stark reminder of a time when the violent deaths of almost 200 aboriginal people over 4 years was our community’s cost. It is not an option to go backwards.

⁷ While People Sleep, published and copy written by Grand Council Treaty 3

Housing First

The federal and provincial governments selected the Housing First model for addressing homelessness. It is a model that has been well researched and evidenced for effectiveness. It is a simple concept that requires complete reconceptualising of how clients are served by our community agencies. The effort required to shift service paradigms is rewarded by the model's success in stabilizing and transforming the lives of our most marginalized citizens.

Housing First requires that individuals are housed rapidly and without prerequisites. The four core principles are:

- Program participants have choice and the right to self-determine
- Rapid access to permanent housing with available supports
- Housing is not conditional on program participation or abstention
- Supports must improve quality of life by encouraging self-sufficiency, social inclusion and health enhancement

Core to the model is available, affordable and appropriate housing. Without access to community housing options, Housing First cannot be launched. The promotion of this model must be accompanied by investment in housing development.

With the challenges that the chronically homeless carry into their new homes, support services are necessary to successful tenancies. Direct housing support services can include helping to set up apartments, facilitating landlord and tenant relationships and start up funding. Indirect housing supports include systems navigation, clinical supports and life skills development. While program participants have the right to choose what services they receive, the services must be available when requested. This is where systems shift must occur.

Our usual service practices rely on referrals, wait lists and scheduled appointments that are delivered within silos. All of these practices are barriers to accessibility. Our target group do not engage well with this model. To serve the chronically homeless, we need collaborative multi-disciplinary teams who provide wrap-around services with real-time round the clock support that are determined by the client's choice and needs. These types of services are often delivered through Intensive Case Management and Assertive Community Treatment team models.

Local Chronic Homelessness Response Review

Within the previous seven years, the issue of chronic homelessness has been raised, researched and reviewed by multiple community stakeholders. Reports have been generated and distributed. Consultation fatigue is setting in and action is required. At this point, it is useful to identify stakeholders & investors, consolidate reports and note progress made to date.

Stakeholders & Investors

*Stakeholders*⁸ are the persons and agencies who have a vested interest in housing the chronically homeless in Kenora. Some have mandated interests while others are responding to a community need. Stakeholders include the following:

| | |
|-------------------------------------|----------------------------|
| Target Group Members | Private Citizens |
| Social Services Providers | Medical Services Providers |
| Justice Sector | Urban Aboriginal Services |
| KSAMHTF-Housing Pillar ⁹ | Making Kenora Home |

These stakeholders are able to collaboratively contribute knowledge and services to the weaving of a comprehensive support network for Housing First.

The *Investors*¹⁰ are stakeholders who are also funding entities. Social housing is a shared responsibility between multiple layers of government. Private enterprise has a role in housing overall and the opportunity to develop affordable housing with or without government funding.

Federal and *provincial* programs can potentially directly fund capital building or support projects. Federally, SEED¹¹ monies can assist during the initial conceptualization phase of a project (\$20,000 maximum) while PDF¹² monies subsidize affordable housing capital costs up to \$100,000. The province will fund up to 75% of capital costs for affordable housing builds. Although these funds are attractive, they are also limited allotments.

The *District Services Boards* are funded through multiple streams to provide services, including housing, within their regions.

Municipalities have options to invest in affordable housing through a variety of zoning enhancements, land grants, bonuses, taxation variances and trusts.

Treaty 3 represents the interests of area First Nations and their citizens. Again, funding comes from various sources and projects that primarily serve Treaty 3 constituents. Treaty 3 is a stakeholder with potential to become a funding partner depending on the project scope. Ontario Aboriginal Housing offers funding lines for urban aboriginal projects.

⁸ Role of stakeholders is illustrated in the Inclusive Housing Collaborative diagram in Appendix

⁹ Kenora Substance Abuse & Mental Health Task Force

¹⁰ Role of investors is illustrated in the Inclusive Housing Collaborative diagram in Appendix

¹¹ Canada Mortgage & Housing Corporation

¹² Canada Mortgage & Housing Corporation

Private enterprise is the primary developer of housing. To encourage investment in affordable housing there are incentive programs that reduce development costs or subsidize rental rates.

Investors seek opportunities so it is important to have all of them at the table during planning stages.

Consolidate Report Recommendations

The major reports produced within the previous seven years include Community Solutions for Affordable Housing Projects (Making Kenora Home 2007), Homelessness & Behavioural Task Force (City of Kenora 2013), A Place for Everyone (Kenora District Services Board 2014) and Report to Council re: Affordable Housing (City of Kenora 2014). Despite the varying scopes of these reports, there are similarities and they are ultimately complementary in detailing.

1. *Assess*
2. *Develop Housing Plan*
3. *Advocate*
4. *Build Housing Affordability*
5. *Coordinate Support Services*
6. *Deliver Housing First*
7. *Evaluate*

Specific recommendations are in the Affordable Housing Recommendations Chart¹³. As noted some recommendations have already been actualized or are partially complete. When charted comparatively, the glaring gap in the scope of the reports is the lack of commitment to constructing affordable housing. Without an increase in local available affordable housing, Housing First cannot move forward.

Recommendations Progress

Multiple interests have been streaming to this point in time and the momentum can carry us further but we need to direct our forward motion in a concerted effort.

1. Assess

In addition to the inventoried reports¹⁴, Making Kenora Home has subsequently released related research and updated reports¹⁵. The Fellowship Centre also reported on their 2007 client profiling with specific inquiry into housing needs¹⁶. The centre maintains a HMIS¹⁷ database which allows for the extraction and analysis of housing needs data.

¹³ For further information, the Affordable Housing Recommendations Report is in the Appendix

¹⁴ Community Solutions for Affordable Housing Projects, Homelessness & Behavioural Task Force Report, A Place for Everyone, Report to Council re: Affordable Housing

¹⁵ Local Homelessness Costing Report 2008, Community Change Survey 2011, Kenora's Affordable Housing Needs Analysis Update 2013

¹⁶ Kenora Fellowship Centre: Anamiewigimming Organizational Review January 2007

¹⁷ Homelessness Management Information System

The Lake of the Woods Development Commission has also forayed into the need for and made commitment to the development of affordable housing within the city. Both the city and the commission have prepared reports that support these initiatives.

The Kenora District Services Board has begun their regional review of their existing social housing in order to assess future needs. Our community already has assessed need and recommended specific housing projects to meet prioritized needs.

2. Develop Housing Plan

Specific capacity increasing projects were recommended in 2007 by Making Kenora Home. Since that time, other organizations have incorporated or contributed to the realization of some projects. There is consensus that all builds must be small scaled, mixed use and scattered throughout the community. The housing stock must be energy efficient and a portion must be designed to increase accessibility. Because of further reduction in bachelor and one bedroom rental units in the community, the 2015 recommendation is for a 20% increase in affordable housing stock which is 4 units more than was originally proposed.

Since 2007, two new models for serving the chronically homeless have demonstrated their efficacy. All of the community's housing interest groups have added their endorsement to the Housing First strategy. In addition, stakeholders have supported the development of a MAP¹⁸ with attached housing. In the housing support continuum, emergency shelters and MAP facilities underpin the resource network for the chronically homeless.

The City of Kenora has identified potential locations for affordable housing and increased building options through their new Official Plan and Bylaw Review.

The KDSB has been reviewing their housing stock with the intention of adjusting distribution to need throughout the region. Three complexes have been identified for sale with proceeds to be directed towards subsidizing more units in areas with heavier demand.

Project Homefind has also begun development of a housing rental registry. This data can be used in the development of a Housing Plan and will be essential to the operation of a Housing First initiative.

3. Advocate

The municipality, district services board and Making Kenora Home have been joined by the KSAMHTF-Housing Pillar¹⁹ in their persistent advocacy for affordable housing. Initiatives including the annual Week of Action Against Poverty, the Homeless In Kenora booklet series, the Out In The Cold march and formal presentations by the Mayor and Council to political decision makers have kept the issue in the forefront.

Beyond the need for affordable housing and homelessness prevention, the service subsidy agreements between KDSB and the federal government will expire in three years. If a funding plan is not offered up, all of the affected units will be unsustainable

¹⁸ Managed Alcohol Program

¹⁹ Kenora Mental Health & Substance Abuse Task Force-Housing Pillar

as affordable housing. Given the decline in affordable housing monies over the last three decades, program expiries are worrisome. Community stakeholders need to advocate strongly for future funding.

4. Building Housing Affordability

Of the original ten recommendations, most have been addressed. Despite the current emergency shelter funding crisis, operations had stepped up to a year round, nightly facility. The recent announcement of accessibility funding to serve mobility challenged patrons is good news. The transitional single room occupancy units for the chronically homeless have not been built but there is a pre-transitional program for these individuals at the Kenora Fellowship Centre with separate space.

The Kenora Affordable Housing Group developed ten subsidized aboriginal family units and seven transitional units for victims of violence which are now managed by Aamikkowiish Non-Profit Housing. There are twenty rent supplement subsidies available for individuals experiencing mental health dysfunction.

All three senior social housing complexes (197 rental units) are served by a health and assisted living program on a fee for service basis coordinated through the local long term care facility. Finally, the Habitat for Humanity (Kenora chapter) is beginning its second build.

Incentives have been offered to private developers to increase the local supply of affordable units. The Keewatin CIP²⁰ lists an Affordable Living Grant, a Mixed Use Development Grant and an Affordable Housing Tax Increment-Based Grant in their plan.

5. Coordinate Support Services

The KDSB²¹ has maintained its homeless prevention strategies through CHPI and related programs. Their move towards service integration within their organization is in its initial stages. They are also in the process of mapping services within the region.

The KSAMHTF-Housing Pillar has formed a committee to work towards developing protocols for supporting vulnerable tenants in stabilizing their residencies.

Both the city and the KDSB have noted a need to improve institutional release practices to decrease discharges into homelessness.

The impact of growing aboriginal and youth demographic has been acknowledged as an area in need of improved service coordination between agencies.

Wrapping services around clients, increasing support availability and mobilizing services out of offices are shared objectives to meet the needs of the most marginalized of our homeless population. As currently discussed, this will entail a significant paradigm shift to lead services beyond visualization of a model to implementation of a practise.

²⁰ Community Improvement Plan

²¹ Kenora District Services Board

6. Deliver Housing First

Kenora has already hosted a Housing First workshop featuring Iain DeJong who is one of the foremost experts in the implementation of this strategy in communities. The vision has spread through the community but there are three prerequisites—a central lead agency for coordination, sufficient affordable housing options to enable rapid placement of tenants and an integrated service delivery mechanism that supports participants without duplicating existing services.

Project Homefind is a small scale and limited version of Housing First that is directed towards the residents of the Fellowship Centre's pre-transition program. The single staff person assists residents to establish homes in the community. A volunteer support circle provides expertise on an on call basis to the staff. In addition, the project has brought the VI-SPDAT²² to the community. It is a common intake tool for assessing the needs of homeless clients. A workshop introducing the tool was presented to local agencies and a protocol set up for maintaining a community data base. When fully implemented, every homeless individual receiving service through any portal in Kenora can be assessed and added to the cumulative data base. This information has been collated and stored in the Making Kenora Home website²³. Point in time counts are often used in larger centres to provide this data for homelessness response planning in addition to the VI-SDAT intakes but are not useful in a smaller community that is more closely connected. Ultimately, use of this assessment tool can facilitate intake, monitor individual progress and give us a common data base that will be comparable with other Housing First communities.

7. Evaluation

At this stage, we can only measure the number of available units and the needs. Making Kenora Home produces an annual report card on their housing recommendations implementation to measure progress.

Use of the VI-SPDAT will also provide a data base that will be useful in measuring the effectiveness of efforts to house the chronically homeless in Kenora. Once the community housing plan for the target group is formalized, measures can be set for formative²⁴ and summative²⁵ evaluations.

²² Vulnerability Index & Service Prioritization Assistance Tool

²³ www.makingkenorahome.ca

²⁴ Evaluation of the ongoing impacts impact of a project for the purpose of monitoring effectiveness

²⁵ Evaluation of the impact of a project on a specific target group

Bringing It Together

The Chinese consider crisis to be a balance of risk and opportunity. The risk of losing our emergency shelter brings the issue of local homelessness into the community instead of hidden behind charity's doors. This is our opportunity.

Kenora is poised to move forward on Housing First. Having arrived on the precipice we face a yawning chasm of risk. There doesn't seem to be a comfortable way to cross over the resource gap to reach our objective, which is resolution of our homelessness issues. The pending shut down of the emergency shelter means that we cannot retreat to easier ground. The lack of capital investment is the challenge we accept if we dare commit to the strategy without apparent funding. If we are not ready to move forward quickly when funding is finally announced, we risk being pushed aside as the prepared rush for the limited disbursements.

Having been brought together at this point in our community's development, we can choose to take the opportunity out of our crisis. It will take commitment and real change to our patterns of practice. Instead of saying-"It is not possible", we begin to ask "What can we do to make it happen". Rather than citing piling work loads to resist adding further tasks to our days, we need to begin to sort through and prioritize according to our vision. Replace the fear of failure with the certainty of planned action.



It is a fiscal reality that optimal funding to create a new systems network will not be available. To move forward, we have to work together. A collaborative requires the participation of all stakeholders to ensure comprehensive strategic planning, service delivery and evaluation.

Returning to our Housing First strategy, consider the opportunities that lay within our crisis:

1. Assess

As noted, it has already been done.

2. Develop Housing Plan

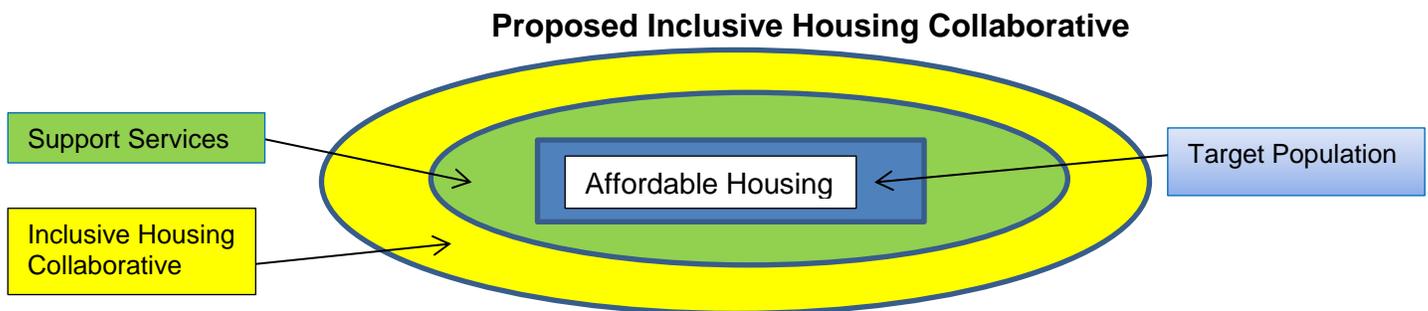
Required Action

1. Ensure the continuance of a sustainable emergency shelter to serve the temporary housing needs of transitionally homeless persons in Kenora
2. Support the implementation of the local Managed Alcohol Program

Both the emergency shelter and the MAP are necessary to developing comprehensive housing supports for the target population. Housing First will require a lead for the Inclusive Housing Collaborative²⁶. To date, several options have been presented.

The first proposal by Making Kenora Home recommended that this could fall under the municipal development commission.²⁷ The city’s Homelessness & Behavioural Task Force identified the same need in 2013. The municipality made an unsuccessful application to fund this position. The work of the task force was then passed to KSAMHTF-Housing Pillar through the presence of municipal representatives on their committee. KDSB has also now committed to participating in this committee.

The positioning of the KSAMHTF-Housing Pillar and the shared member’s commitment to use of a Housing First Strategy leads to the potential development of an Inclusive Housing Collaborative that serves the needs of the chronically homeless as well as meeting the needs of the episodically homeless who are impacted by addictions and mental health challenges. With access to a variety of affordable housing options, this population could be housed with access to wrap around support services specific to tenant need and choice.



²⁶ Detailed diagram of Kenora’s Inclusive Housing Collaborative is in the Appendix

²⁷ Presentation to Kenora Council, July 2008 by Ralph Page, Co-Chair of Making Kenora Home

Until funding is found for a lead agency, some preliminary work can be done through KSAMHTF-Housing Pillar. The KSAMHTF is focused on enhancing life for those struggling with substance abuse and mental health challenges. Since many of the chronically homeless are affected by these issues and because most of the stakeholders and investors are already at this table, it is the logical starting point for plan development.

3. Advocate

Required Action

1. Identify lead for Inclusive Housing Steering Committee
2. Develop collaborative membership
3. Develop terms of reference for affordable housing collaborative

The advocacy network for the development of local affordable housing is well established in Kenora. Further, City of Kenora, Making Kenora Home and the KSAMHTF-Housing Pillar have all made firm commitments to continuing advocacy on affordable housing development. As noted previously, the expiry of multiple housing subsidy agreements will be an upcoming issue that will require active advocacy to ensure that a sustainability plan is put into place.

Another area of concern has been the impact off the elimination of the Community Start-Up and Maintenance Benefit²⁸ in 2012. The CSUMB was a benefit available through Ontario Works or Ontario Disability Support Program. Although money was diverted to the CHPI program, there was a 50% cut to the overall funding, the funding is now capped and the criteria have changed. A recent example came forward that illustrates how the elimination of the CSUMB contributes to escalating homelessness. A couple in receipt of ODSP²⁹ benefits have been staying at the emergency shelter for over a year. The average monthly cost per person to house someone in a shelter is \$1932.00.³⁰ The couple finally found an affordable home. The landlord required a last month's rent deposit which is allowed under the Residential Tenancies Act. Rent deposits are not eligible for funding through the existing CHPI program. The landlord had other prospective tenants who were willing to pay the deposit. For the lack of \$950.00, the couple were not able to meet the landlord's requirement and were not able to move from the shelter into housing. They continue to live at the Fellowship Centre for a joint monthly cost of \$3864.00. This is financial lunacy which needs to be brought back to the provincial government through joint advocacy by all stakeholders who are addressing homelessness.

²⁸ CSUMB

²⁹ Ontario Disability Support Program

³⁰ Stephen Gaetz, Jesse Donaldson, Tim Richter, & Tanya Gulliver (2013): The State of Homelessness in Canada 2013. Toronto: Canadian Homelessness Research Network Press.

4. Building Housing Affordability

Required Action

1. Increase Kenora's affordable, accessible and appropriate housing supply for singles/couples by 20% (42 units)
2. Create a community rental housing registry
3. Work with municipal and provincial agencies to enforce property and health standards for rental properties
4. Develop a community housing improvement plan
5. Identify opportunities for housing development
6. Ensure incentives for the construction of affordable housing

Flexibility and innovation is key to increasing affordable housing stock. The municipality has packaged a tool kit for developers and is becoming proactive in enticing investment to Kenora. New approaches including laneway housing, modular housing and shipping container construction can be tried in experimental developments.

The traditional model of all inclusive rent geared to income³¹ units in large developments owned by the non-profit housing corporation has become unsustainable given high utility, maintenance and operational costs. In addition, legislation further reduces rent payable by the tenant to the housing provider if the tenant is in receipt of social services. Although this may balance out at a provincial level, for the local DSAB, it is lost revenue. By stacking market rent units with RGI units within a building, the budget can be better met but there is a reduction in affordable housing as a result. Subsidizing private market units extends the housing stock while increasing affordability. Encouraging developments in which the rent is at 65%-80% of market average also yields benefits. The recommendation of increasing rental housing for singles and couples by 20% is a conservative objective. These 42 units can be a blend of private market subsidization, affordable builds and rent geared to income homes.

Project Homefind has begun creating a community rental housing registry and will share compiled information to a designated agency at the conclusion of their funded project.

There has also been some preliminary discussion with the city regarding enforcement of property and health standards for rental units. Options include strategic use of current legislation or development of specific bylaws to meet needs. Undertaking to draft plans for multiple builds in various locations would ensure preparedness as various funding streams are released.

The KSAMHTF-Housing Pillar's build subcommittee can envision and draft potential projects with the assistance of the municipal planning department and the LOWDC³². Their *Out InThe Cold* initiative is an example of build project visioning.

³¹ Rent geared to income housing is referred to as RGI housing

³² Lake of the Woods Development Commission

5. Coordinate Support Services

Required Action

1. Develop local social service providers' capacity to deliver sustainable, personalized, wraparound services to individuals who are chronically homeless
2. Design a service delivery model specific to community needs
3. Identify agencies who need to partner in service delivery to support optimal client outcomes
4. Create referral and case management processes and protocols between identified agency partners

Again, the KSAMHTF-Housing Pillar can begin facilitating the coordination of support services and the identification of gaps. Both the draft planning and the coordination of supports are huge endeavours and the KSAMHTF has limited resources but the work can begin while funding is sought to complete these tasks.

Because Kenora already has both ACT³³ and ICM³⁴ teams, we are at an advantage in developing our service delivery model. These teams have practical experience to guide us in developing our service flow chart, protocols and policies.

6. Deliver Housing First

Required Action

1. Deliver Housing First to Kenora
2. Secure funding for Housing First coordination
3. Define goals and objectives of Housing First
4. Develop terms of service provision integrating partner protocols and processes
5. Maintain the rental properties database
6. Operationalize the initiative

There is much to be done to bridge the existing resource gap between our present position and our objective. As the bridging is constructed, we will come closer to delivering Housing First in Kenora. We need to follow through on increasing our affordable housing options and ensure that our services are ready to support program participants.

³³ Assertive Community Treatment

³⁴ Intensive Case Management

7. Evaluation

Required Action

1. Evaluate efforts to house the target population
2. Implement community wide use of VI-SPDAT for ongoing measurement of the overall homeless population
3. Monitor progress of individuals who are experiencing chronic homelessness by interim VI-SPDAT measurement
4. Issue annual summative work plan progress report to community in the interim until Housing First is launched
5. Determine evaluation framework for the Housing First initiative
6. Monitor Housing First progress using developmental evaluation to ensure that operations are responsive to changing community need

During our preparatory period, we can begin work on the evaluation framework. In addition, the VI-SPDAT administration needs to be incorporated into all local agencies' practice for clients who are identified as homeless.

The recommended actions have been drafted in terms that will allow for adjustments required by changes in political mandates, community dynamics, funding formulas, and service systems.

The reports, charts and diagrams that have led this work plan forward are located in the appendix.

APPENDIX

Kenora Fellowship Centre Hostel History

The Presbyterian Church began mission work in the Lake of the Woods District in the mid 1860's. A Mission House was built at Shoal Lake First Nation in 1906 and was soon followed by the construction of Cecilia Jeffrey Residential School.

In 1929 the Department of Indian Affairs purchased a tract of land known today as Anicinabe Park. This location had been used for generations by local aboriginals as a gathering place. The purchased site was to be used as an urban reserve to serve local aboriginals who had to attend to business or medical concerns in the town of Kenora. Indian House was operated by a caretaker as a hostel and the surrounding land was used for camping.

In the early 1950's the missionaries turned their attention to the urban centre. Negotiations began for the purchase of property for the establishment of an "Indian Social Centre". In 1959, Indian Affairs made the decision to sell Indian House and the surrounding land to the town of Kenora for tourism purposes. The loss of Indian House and the campgrounds left the First Nations citizens without accommodations when they had to remain in Kenora for services. The Presbyterians recognized the need and widened their focus towards developing an Indian social centre and hostel.

By 1960 a site known as the Old Brewery was purchased by the Home Missions Committee (Presbytery of Winnipeg). Unexpectedly, they were unable to obtain a building permit. At the same time the federal government withdrew proposed core funding for the hostel operation. The municipality offered a second property at 208 Water Street. This property was owned by Harry and Olga Gibson and consisted of a home and 5 tourist cabins. The \$45,000.00 sale was completed by June 1961.

E.C. Burton, a Kenora lawyer and member of the Board of the Kenora Centre reported³⁵ "It is convenient for me in this report to cover all steps I have taken since the Old Brewery was purchased in early 1960. Certain difficulties were put in our way by the Kenora Town Fathers, and on top of this a proposed Grant from the Dominion of Canada did not come through. Therefore it was decided not to utilize the Old Brewery site but to purchase something closer to the centre of town....The members of the Local Committee and myself negotiated at great length with the Town Fathers concerning a creek property known as the "Safeway Site", as well as concerning the Gibson property. Finally the Town Fathers gave their Blessing to the purchase and use of the Gibson property, and negotiations were commenced with the Gibsons."

The cabins were used to immediately accommodate transients from surrounding First Nations. By 1963 the main building (white house) was able to accommodate 8 women and 6 men as well as the mission work. A token charge of \$2.00 (agency referred) and \$1.00 was set. By 1967 the number of hostel guests was 2,899³⁶.

³⁵ Report to Home Missions Committee, Presbytery of Winnipeg January 9, 1952

³⁶ Missionary Education Newsletter #3/68, Presbyterian Church in Canada March 1968

The Fellowship Centre's needs quickly overwhelmed the resources of the white house and in 1971 an expansion was completed. In 1990, the National Ministries Committee and Canada Ministries approved a redirection of local mission work. The hostel was discontinued and the building at 208 Water Street was put up for sale. For a short period of time, the mission operated out of a storefront at 223 First Street South. By 1994, the Water Street facility remained unsold. The mission returned to the original location and resumed operations.

A winter hostel program was initiated using a patchwork of funding. Optimistically, a year round hostel began in 2009 but core funding eluded the Fellowship Centre. In 2014, the basement was put to use as a transitional housing program to reduce the pressure on the main floor shelter bed occupancy. As a result of downloading, KDSB became the administrators of the provincial funding agreement. In 2013 a change in the emergency shelter funding formula by the Kenora District Services Board eased the access to funding using the CHPI but the lack of core funding continued to erode the sustainability of the operation. Despite program and staffing cuts, resources were depleted by the spring of 2015.

Affordable Housing Report Recommendations

Affordable Housing Report Recommendations

| Making Kenora Home Community Solutions 2007 | Homelessness & Behavioural Task Force 2013 City of Kenora (Housing Goals*) | A Place for Everyone 2014 Kenora District Services Board (Kenora Goals**) | Report to Council re: Affordable Housing 2014 City of Kenora |
|--|--|--|---|
| <p style="text-align: center;"><i>Assess</i></p> <p>-initial report (2007)</p> <p>-annual report on housing stock development</p> | <p style="text-align: center;"><i>Assess</i></p> <p>-initial report</p> <p>-develop baseline data for reviewing housing need</p> <p>-study identifying housing need by type of housing</p> <p>-measure link between homelessness and substance abuse, impact on related services</p> | <p style="text-align: center;"><i>Assess</i></p> <p>-initial report</p> <p>Goal #1</p> <p>-assess current & future housing needs</p> | <p style="text-align: center;"><i>Assess</i></p> <p>-initial report</p> <p>-research & produce reports for planning affordable housing</p> |
| <p style="text-align: center;"><i>Develop Housing Plan</i></p> <p>Increase affordable housing stock by 13%</p> <p>-full time emergency shelter</p> <p>-8 transitional SRO subsidized units</p> <p>-20 permanent SRO subsidized units</p> <p>-10 subsidized Aboriginal Family Units</p> <p>-10 transitional subsidized units for victims of violence</p> <p>-15 subsidized family units for single parents</p> <p>-10 housing subsidies for individuals experiencing mental health dysfunction</p> <p>-establishing a revolving house trust</p> <p>-financial subsidy of low income senior homeowners through tax discount, utility discount or maintenance tax credit</p> <p>-health and assisted living supports (attached to 10 units)</p> | <p style="text-align: center;"><i>Develop Housing Plan</i></p> <p style="text-align: center;"><i>Develop Housing Plan</i></p> | <p style="text-align: center;"><i>Develop Housing Plan</i></p> <p style="text-align: center;"><i>Develop Housing Plan</i></p> | <p style="text-align: center;"><i>Develop Housing Plan</i></p> <p>-identify locations for affordable housing</p> <p>-allow diverse range of housing types</p> <p>-include affordable housing into CIPs</p> <p>-create by-laws to ensure rental property standards</p> <p>-protect existing rental units & encourage expansion through infilling, conversion policies & inclusionary development</p> |
| <p>Key:</p> <p>Goal completely or partially met</p> <p>CIP Community Improvement Plan</p> <p>SRO Single Room Occupancy residential unit</p> <p>* Only objectives related to Kenora housing reported</p> <p>MAP Managed Alcohol Program</p> <p>** Only recommendations related to Kenora housing reported</p> | | | |

Affordable Housing Report Recommendations (page 2)

| | | | |
|---|--|---|---|
| <p>Making Kenora Home Community Solutions 2007</p> <p style="text-align: center;"><i>Advocate</i></p> <ul style="list-style-type: none"> -Week of Action Against Poverty (annually) -Gingerbread Lane (annually) -web site resource -newsletters (quarterly) -facebook page -Provincial & Federal budget submissions -Homeless In Kenora series -media presentations -Local Homelessness Costing Systems Study 2008 -Kenora Community Change Survey 2011 -Local Homelessness & Affordable Housing 2013 -participation in housing consultations | <p>Homelessness & Behavioural Task Force 2013 City of Kenora (Housing Goals*)</p> <p style="text-align: center;"><i>Advocate</i></p> <ul style="list-style-type: none"> -support MAP -work with Treaty #3 to lobby for active participation in work plan strategies | <p>A Place for Everyone 2014 Kenora District Services Board (Kenora Goals**)</p> <p style="text-align: center;"><i>Advocate</i></p> <p>Goal #6</p> <ul style="list-style-type: none"> -support MAP <p>Goal #10</p> <ul style="list-style-type: none"> -improve housing outcomes for Aboriginal individuals and families, promote cultural sensitivity and work to reduce discrimination in housing market <p>Goal #14</p> <ul style="list-style-type: none"> -sustain lobbying with senior governments on local affordable housing issues including high utility costs, low social assistance rates and lack of public transportation | <p>Report to Council re: Affordable Housing 2014 City of Kenora</p> <p style="text-align: center;"><i>Advocate</i></p> <ul style="list-style-type: none"> -lobby senior government for funding of local housing projects and tenancy support initiatives -educate public on affordable housing |
| <p>Build Housing Affordability</p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>Key:</p> <ul style="list-style-type: none"> □ Goal completely or partially met SRO Single Room Occupancy residential unit MAP Managed Alcohol Program CIP Community Improvement Plan *Only objectives related to housing in Kenora reported **Only recommendations related to Kenora reported </div> | <p>Build Housing Affordability</p> <ul style="list-style-type: none"> -review provincial tax legislation to determine potential incentives specific to developing low income housing -develop strategy for partnering in developing specific housing | <p>Build Housing Affordability</p> <p>Goal #2</p> <ul style="list-style-type: none"> -create affordable housing <p>Goal #3</p> <ul style="list-style-type: none"> -adequately fund homeless shelters <p>Goal #9</p> <ul style="list-style-type: none"> -all new senior units to be built accessible -portion of single & family units built to ensure accessibility <p>Goal #11</p> <ul style="list-style-type: none"> -ensure KDSB housing stock is energy efficient | <p>Build Housing Affordability</p> <p><i>Fiscal Support</i></p> <ul style="list-style-type: none"> -direct capital through investment, sale or lease of landholdings, waive development fees and density bonusing -establish a Housing Reserve, a trust fund or a community land trust -support developers to access grants & funding |

Affordable Housing Report Recommendations (page 3)

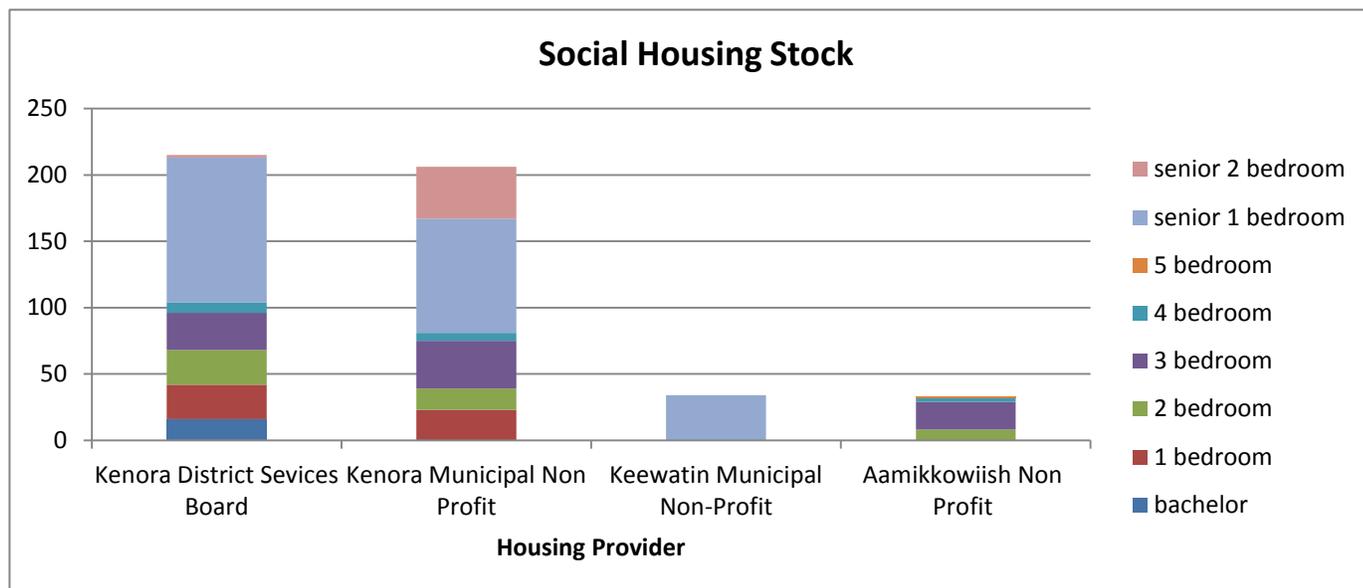
| | | | | |
|--|---|--|--|---|
| <p>Making Kenora Home Community Solutions 2007</p> <p><i>Coordinate Support Services</i></p> <ul style="list-style-type: none"> -Summerfest (annually) -Soup kitchen coordination 2007 -Community of Friends 2008-9 -Kenora Food Providers Network 2014 -Project Homefind pilot 2014 | <p><i>Coordinate Support Services</i></p> <ul style="list-style-type: none"> -inventory services related to homelessness -develop framework for collaboration between agencies -implement a common HIMS -inventory facilities, evaluate adequacy and consider strategic relocation -work with institutions to ensure no discharges without a known address <p><i>Provide Supports to Allow Individuals to Remain in Home Communities</i></p> <ul style="list-style-type: none"> -ensure transportation back to home communities -identify and enhance existing support services in communities -promote treatment programs to be located in home communities -advocate for federal funding to meet First Nation support needs within communities | <p>Homelessness & Behavioural Task Force 2013 City of Kenora (Housing Goals*)</p> <p><i>Coordinate Support Services</i></p> | <p>A Place for Everyone 2014 Kenora District Services Board (Kenora Goals**)</p> <p><i>Coordinate Support Services</i></p> <p>Goal #4 -develop protocols to move homeless to housed</p> <p>Goal #5 -maintain homeless prevention strategies including CHP] and protocol development to prevent institutional release to homelessness</p> <p>Goal #8 -develop communication protocols and align services to better support youth</p> | <p>Report to Council re: Affordable Housing 2014 City of Kenora</p> <p><i>Coordinate Support Services</i></p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>Key:</p> <ul style="list-style-type: none"> Goal completely or partially met SRO Single Room Occupancy residential unit MAP Managed Alcohol Program CIP Community Improvement Plan *Only objectives related to housing in Kenora reported **Only recommendations related to Kenora reported </div> |
| <p><i>Deliver Housing First</i></p> <p>-Iain DeJong Presentation 2014</p> | <p><i>Deliver Housing First</i></p> <ul style="list-style-type: none"> -Central Agency/Officer to coordinate housing program -link persons in crisis to appropriate housing facilities | <p><i>Deliver Housing First</i></p> | <p><i>Deliver Housing First</i></p> <p>Goal #12 -create integrated system of care to ensure homeless or at risk have access to housing and support services by partnering services to serve the citizen and not the mandate</p> <p>Goal #13 -generate and distribute annual housing progress reports for accountability</p> | <p><i>Deliver Housing First</i></p> |
| <p><i>Evaluate</i></p> <p>-annual affordable housing report card</p> | <p><i>Evaluate</i></p> <p>-appoint committee to oversee Work Plan progress</p> | <p><i>Evaluate</i></p> | <p><i>Evaluate</i></p> | <p><i>Evaluate</i></p> |

Kenora's Rental Housing Market

According to the National Household Survey³⁷ (2011), 29% of all households in Kenora are living in rental accommodations. Out of these 1,860 units, 19.1% (355) have subsidized rents. Subsidization can be through rent geared to income social housing units or through rent subsidies administered by various agencies.

Social Housing Market

Social housing³⁸ maintains a blend of subsidized and nonsubsidized rental units. The highest demand reported by local housing agencies in 2007³⁹ was by individuals requesting bachelor and 1 bedroom units. Seven years later there has been a further decline in these units in the private market rental stock with a corresponding increase in average rent rates. All local private market average rents exceed the annual rental increase guidelines which indicate that rates have been inflated during apartment flips. During this same time period, all of the units developed through social housing have been family units.



With 43.4% of tenant households paying more than 30% of their household total income on shelter costs, the demand for the existing subsidized units and rental subsidies is high. Wait lists are long. Of greater concern are the numbers of citizens who have slid into chronic homelessness. These individuals have escalated needs that strain the local services network and reverberate through the community. In addition, this population is missed in both the

³⁷ National Household Survey, 2011, Statistics Canada

³⁸ Social housing stock and waiting list information provided by Kenora District Services Board

³⁹ Community Solutions For Affordable Housing Projects, May 15, 2007, Making Kenora Home

Private Market Rental Housing

Because there is no central residential housing registry, it is challenging to enumerate the number of private market rentals within the city. The following analysis was developed out of available CMHC and Statistics Canada data and updated with local knowledge of market impacts.

Private Market Rental Analysis

| Unit Size | Housing Stock | Stock +/- 2007-2015 | Average Rent | Rent +/- 2007-2014 | Availability |
|---------------------------|----------------------|----------------------------|---------------------|---------------------------|---------------------|
| bachelor | 16* (9) | -30% (-65%) | \$471* | +10% | 5.9% |
| 1 bedroom | 145* (135) | +12% (+2%) | \$646* | +25% | 2% |
| 2 bedroom | 182* (181) | -7% (-6%) | \$819 | +13% | 5.3% |
| 3 bedroom | 12* | data unavailable | data unavailable | data unavailable | data unavailable |
| Unspecified Size** | 1035** | -5% | \$750** | +12% | data unavailable |

Despite the slight increase in stock, one bedroom units are the least available (2%) and have the highest rental increases over the previous seven years. These are the same size units that social housing providers have reported highest demand for.

Homelessness Housing Need

The private market analysis is based on data from housed persons which precludes data from those who are homeless. Social housing providers measure need by the length of their housing wait lists but many of those on wait lists are housed elsewhere in units that do not meet affordability guidelines. The Kenora Fellowship Centre keeps HIFIS⁴⁰ data on those accessing the emergency shelter and transitional program but do not count those who are living rough⁴¹ or couch surfing⁴². Community wide use of the VI-SPDAT⁴³ is developing a local data base but the network is still establishing the linkages required to ensure that data collection is comprehensive.

Research⁴⁴ indicates that on average in Canada 1 out of every 230 citizens uses a homeless shelter. This would put Kenora's absolute⁴⁵ homeless population at 7 individuals. The local shelter's data indicates that their nightly average is 30. Our rate is demonstrably higher than national averages. As a central urban community, Kenora's population is fed by nearby rural communities that lack resources such as shelter services which escalates the local numbers. For every person within the shelter, there are 3.5 more couch surfers⁴⁶ who are living as the community's hidden homeless. Using the local shelter data, this means that the hidden population is 105 persons. Eight hundred and nine (809) households in Kenora are precariously housed due to the lack of affordable housing.

⁴⁰ HIFIS is the Homeless Individuals and Families Information System used nationally by emergency shelters

⁴¹ Living rough means sleeping outside in public locations because of chronic homelessness

⁴² Couch surfing is the practice of sleeping as a temporary guest in a private residence due to homelessness

⁴³ Vulnerability Index & Service Prioritization Decision Assistance Tool used internationally to measure the individual needs of the homeless

⁴⁴ State of Homelessness in Canada 2013, Stephen Gaetz, Jesse Donaldson, Tim Richter, Tanya Gulliver

⁴⁵ Absolute homelessness includes those living in emergency shelters and those living rough

⁴⁶ Metro Vancouver Homelessness Count, Eberle et al 2009

Supply and Demand

The gap between the existing affordable rental housing stock and the local need is a wide chasm. Capital investment is limited by resources and given the current economic conditions the supply will not exceed demand in the foreseeable future. When attempting to deal with this tsunami of need, perspective is important. Many reports have attempted to quantify the cost of homelessness to the public purse. Calgary's foundational report states that the annual costs of supports (including health care, housing, emergency services) are calculated to be \$72,444 for people who are transiently homeless, while the cost of chronic homelessness is \$134,642 per person⁴⁷. Further for every \$10 investment in affordable housing there is a \$21.72 savings in homelessness impacted services.⁴⁸ If through Kenora's collaborative efforts, ten patrons of the Kenora Fellowship Centre's transitional program are housed in a building or buildings (construction cost of \$1,346,420) there would be a related savings of \$1,578,004 in the first year with a rapid escalation of benefit as the tenancy progresses. Although the generated savings are dramatic, because funding is done through service streams, the benefit is filtered through silos that "disappear" the monies from public purview. Stephen Gaetz states that,

"If ending homelessness accrues savings to health care, law enforcement and corrections, for instance, the cost cannot be borne only by municipal governments, and the homelessness and housing sectors"⁴⁹

⁴⁷ Report on the Cost of Homelessness in the City of Calgary 2008 Calgary Homelessness Foundation

⁴⁸ Stephen Gaetz, Tanya Gulliver & Tim Richter (2014): The State of Homelessness in Canada: 2014. Toronto: The Homelessness Hub Press

⁴⁹ Stephen Gaetz, The Real Cost of Homelessness: Can Save Money By Doing The Right Thing? 2012 Toronto: Canadian Homelessness Research Network Press

Developing Kenora's Inclusive Housing Collaborative

Diagram 1: Housing First



Affordable Housing Stock

To meet the needs of the target population, the community requires the addition of 42 units for singles/couples. The units are to be mixed bachelor and one bedroom apartments in contained builds (no more than 6 units per build) that are scattered throughout the city. Rental terms would also vary between affordable private owned developments, rent subsidies and rent geared to income units.

Target Client Group

The target group (chronically homeless with substance abuse and/or mental health issues) participates in Housing First by choice. Clients choose from available housing units and select the support services that they believe will assist them to maintain their tenancy and enhance their lives.

Support Services Network

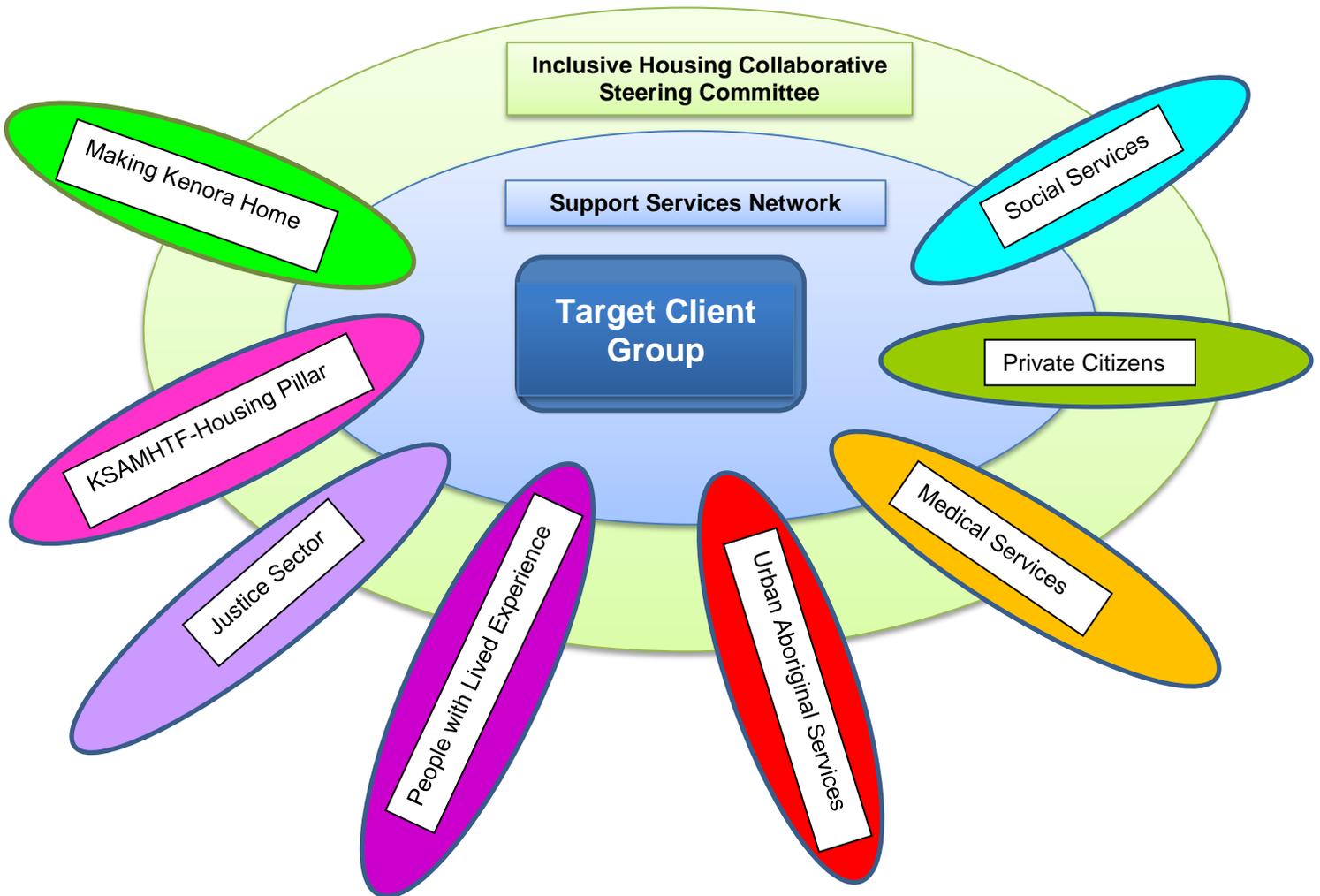
Support services are selected by the client, operate as a wrap around team and are mobile to meet the client's needs.

Inclusive Housing Collaborative Steering Committee

The Housing Collaborative Steering Committee ensures that the resources (housing and services) are available, that the needs of the clients are met and develops the initiative's evaluation framework.

Developing Kenora's Inclusive Housing Collaborative

Diagram 2: Support Services Network



The **Support Services Network** is the integration of potential service providers and community stakeholders for the benefit of our target group. It is the working network of these partners that knit together the personal support team net for the each individual client. The client identifies the array of services that will best meet his/her own needs. Agencies remain involved through direct team service to clients, through participation in the support services network operational activities and through the planning and evaluation of the steering committee.

Making Kenora Home is Kenora's grassroots citizen's affordable, appropriate and accessible housing advocates working group.

KSAMHTF-Housing Pillar is the housing advocates and facilitators for ensuring that those impacted by addictions and mental health issues have access to affordable, appropriate and accessible housing.

Justice Sector-Policing, corrections, lawyers, Legal Aid Ontario, the court system and legal clinic are all partners in assisting citizens to stabilize their lives which in turn reduce criminal activities. Housing is core to this stabilization. Custody discharges are an entry point to homelessness which needs to be addressed.

People with Lived Experience- provide expertise in effectively serving those who are chronically homeless through the lens of their own past homelessness. Their knowledge is a valuable asset to the collaborative.

Urban Aboriginal Services-There are multiple organizations serving the various needs of the urban aboriginal /metis population including the Nechee Friendship Centre, Metis Nation of Ontario, Kenora Chiefs Advisory , Shooniyaa Wa Biitong and Seven Generations. We know that most of the target population are of First Nations heritage. This cultural component is crucial to enhancing the client's receptivity to support services.

Medical Services-The local hospital, doctors, mental health practitioners, addiction treatment facilities, Northwestern Health Unit and Waasegiizhig Nanaandawe'Iyewigamig Health Access Centre are the primary medical services that the target population are served by. Because of the health issues that are intrinsic to chronic homelessness, it is important that the support services include access to medical resources. Again, hospital discharges are an identified entry point into homelessness.

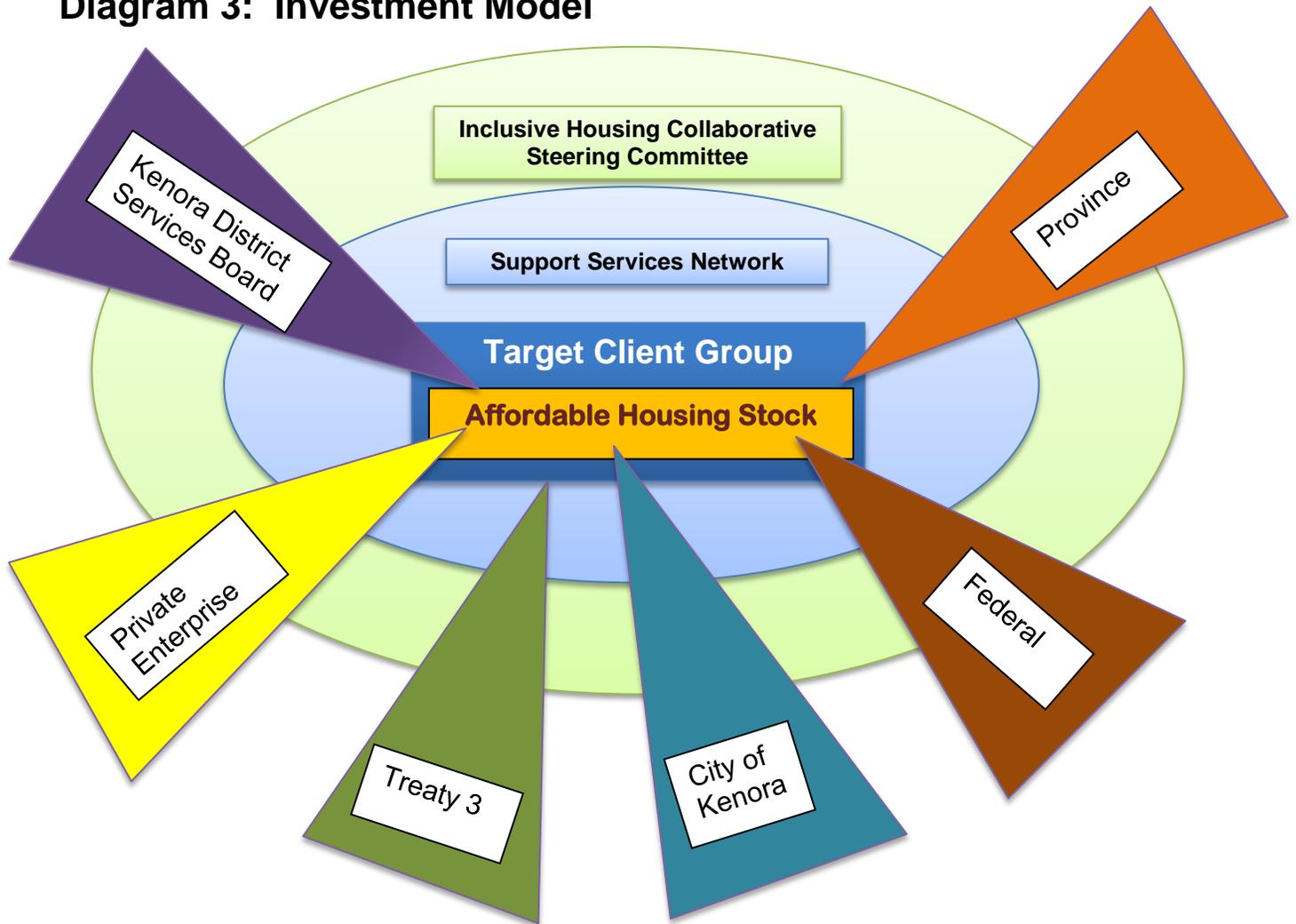
Private Citizens-The value of personal supports to individuals should never be underestimated. For many of our target group, it is acknowledgement in public places, the kind word at the right time and the hand extended in community caring that leads to real change for the disenfranchised.

Social Services-These agencies cover a broad spectrum of needs including financial, practical, counselling and integration, Ontario Works, Ontario Disability Support Program, Kenora Association for Community Living, Salvation Army, local food banks and soup kitchens, Women's Place and Sunset Country Psychiatric Survivors are a few of the many local services available and often appropriate for the target client population.

Protocols and processes need to be developed between all support service sectors to facilitate the formation of quickly formed wrap around service teams selected by the client. This task must be completed before Kenora can embark on a Housing First strategy

Developing Kenora's Inclusive Housing Collaborative

Diagram 3: Investment Model



The **Investors** are stakeholders who are also funding entities. Social housing is a shared responsibility between multiple layers of government. Private enterprise has a role in housing overall and the opportunity to develop affordable housing with or without government funding.

Federal and provincial programs can potentially directly fund capital building or support projects. The federal and provincial governments are partners in the Investment in Affordable Housing program which is the main funder for social housing initiatives. The **province** also funds social programs to support disadvantaged persons who are impacted by homelessness. The investment by

the Trillium Foundation into Project Homefind has already presented a small scale and limited opportunity to begin moving towards the Housing First model for Kenora's most marginalized citizens.

The ***District Services Boards*** are funded through multiple streams to provide services, including housing, within their regions. The Kenora District Services Board is the funder for homelessness prevention (CHPI⁵⁰), social assistance (Ontario Works), long term and transitional housing, rent banks and home repairs.

Municipalities have options to invest in affordable housing through zoning enhancements, land grants, bonuses, taxation variances and trusts. The City of Kenora has recommended multiple incentives for the construction of affordable housing in the drafted Keewatin Community Improvement Plan.

Treaty 3 represents the interests of area First Nations and their citizens. Again, funding comes from various sources and projects that primarily serve Treaty 3 constituents. Treaty 3 is a stakeholder with potential to become a funding partner depending on the project scope. Ontario Aboriginal Housing offers funding lines for urban aboriginal projects.

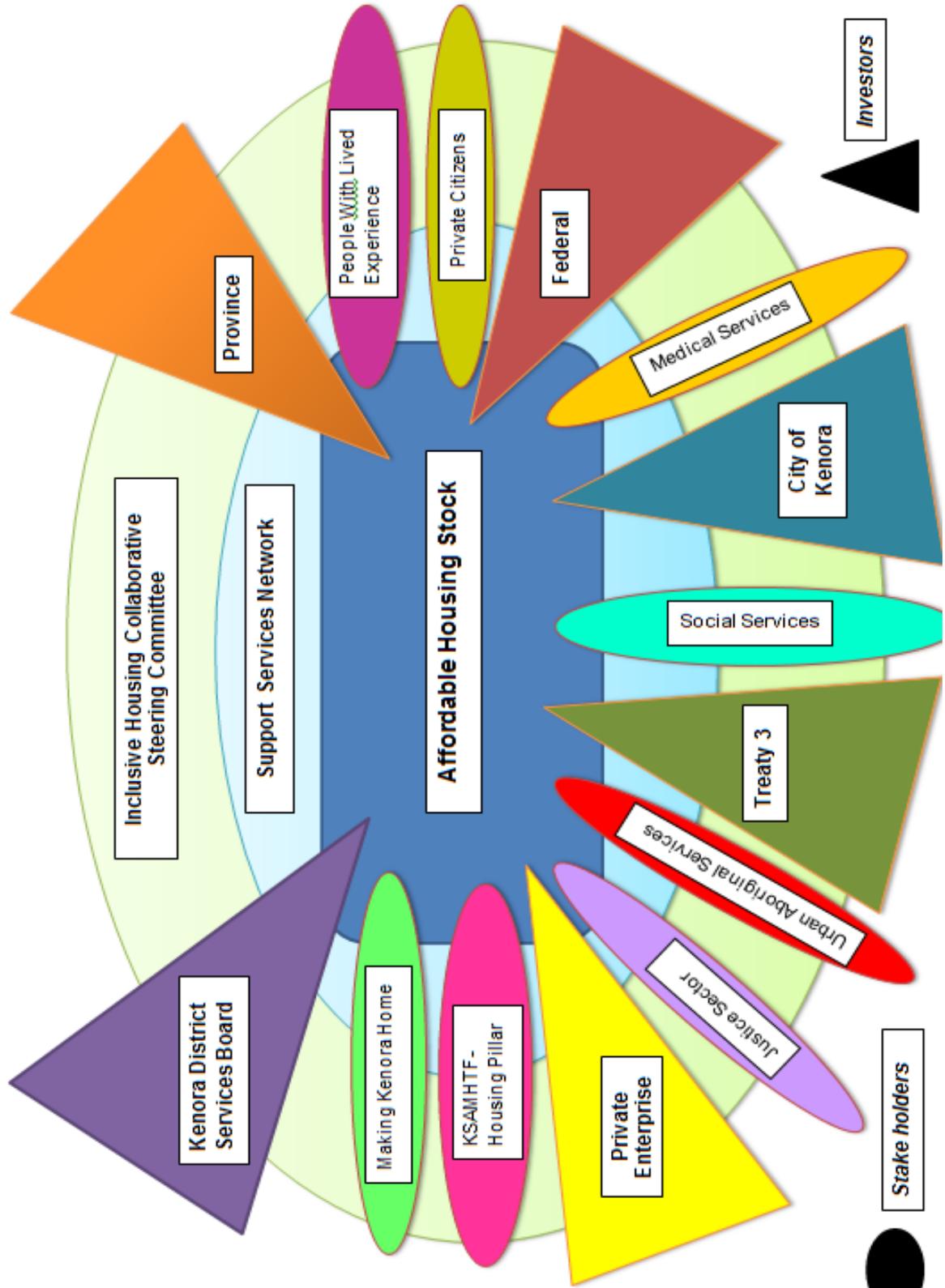
Private enterprise is the primary developer of housing. As a profit driven entity, investment in affordable housing can be encouraged through incentive programs that will reduce development costs and/ or subsidize rental rates.

Investors seek opportunities so it is important to have all of them at the table during planning stages.

⁵⁰ Community Homelessness Prevention Initiative

Developing Kenora's Inclusive Housing Collaborative Full Model

Kenora's Inclusive Housing Collaborative



Recommendations

1. Ensure the continuance of a sustainable emergency shelter to serve the temporary housing needs of transitionally homeless persons in Kenora
2. Support the implementation of the local Managed Alcohol Program
3. Identify lead for Inclusive Housing Steering Committee
 - develop collaborative membership
 - develop terms of reference for affordable housing collaborative
4. Increase Kenora's affordable, accessible and appropriate housing supply for singles/couples by 20% (42 units)
 - create a community rental housing registry
 - work with municipal and provincial agencies to enforce property and health standards for rental properties
 - develop a community housing improvement plan
 - identify opportunities for housing development
 - ensure incentives for the construction of affordable housing
5. Develop local social service providers' capacity to deliver sustainable, personalized, wraparound services to individuals who are chronically homeless
 - design a service delivery model specific to community needs
 - identify agencies who need to partner in service delivery to support optimal client outcomes
 - create referral and case management processes and protocols between identified agency partners
6. Deliver Housing First to Kenora
 - secure funding for Housing First coordination
 - define goals and objectives of Housing First
 - maintain the rental properties database
 - operationalize the initiative
7. Evaluate efforts to house the target population
 - implement community wide use of VI-SPDAT for ongoing measurement of the overall homeless population
 - monitor progress of individuals who are experiencing chronic homelessness by interim VI-SPDAT measurement
 - issue annual summative work plan progress report to community in the interim until Housing First is launched
 - determine evaluation framework for the Housing First initiative
 - monitor Housing First progress using developmental evaluation to ensure that operations are responsive to changing community need

Thank you to all of the parties who assisted us in ensuring that this report was comprehensive and accurate. We commend the Kenora District Services Board, the City of Kenora and the Kenora Fellowship Centre for all of the work that has been done to bring our community to this point of possibility. As community members we are awed by the caring that has brought us through difficult times and we stand proud of the contributions made daily by citizens who serve the needs of neighbours.

Making Kenora Home