



Human Services Committee Agenda

Thursday, September 6, 2018
9:30 a.m.

Council Chambers, Bruce County Administration Centre
Walkerton, Ontario

1. Declaration of Pecuniary Interest

2. Information Items

A. 2018 Homeless Enumeration (attached)

Mr. Hart Walker, PhD Candidate, York University will present the Enumeration Report

B. 2018 Child Care Service Agreement Amendment - Year 2 Expansion Plan (attached)

C. Fall 2018 EarlyON Transformation (attached)

3. Act on Recommendations

That in accordance with the Procedure By-Law, staff be authorized and directed to give effect to the actions of the Human Services Committee in respect of all resolutions passed during the September 6, 2018 meeting

4. Next Meeting

October 4, 2018

5. Adjournment



Committee Report

To: Warden Paul Eagleson
Members of the Human Services Committee

From: Tania Dickson
Acting Director of Human Services

Date: September 6, 2018

Re: 2018 Homeless Enumeration

Recommendation:

The 2018 Homelessness Enumeration report is for information.

Background:

The problem of homelessness is most often associated with urban communities, however, a growing body of research has shown that the problem is prevalent, although often hidden, in rural communities. The problem is often compounded by the fact that rural areas tend to have smaller populations spread out over relatively large geographic regions.

In 2016, the Provincial Government set a mandate to end chronic homelessness by 2025. In order to measure this outcome, the Ministry of Housing directed all municipalities in Ontario to conduct a homeless enumeration in 2018 and every two years thereafter.

Bruce County conducted a homeless enumeration, using a Period Prevalence Count (PPC) methodology, between April 23 & 27, 2018. A PPC is a method of counting and obtaining information about people experiencing homelessness that normally takes place over a longer period of time i.e. one week as opposed to one day. The information collected allows communities to develop strategies to address homelessness and track changes in the population over time.

Over the course of the week 17 individuals experiencing homelessness were counted in Bruce County. Eleven of them completed a questionnaire while six chose not to participate in the enumeration. Six of the individuals stated they were staying in a motel while the other 5 reported they either didn't know where they were staying or would be staying with friends.



The reasons for homelessness varied considerably, although the most commonly chosen response was 'conflict with parent/guardian'. As well, it was determined that 9 of the 11 respondents was under the age 31. Males made up of 64% of the survey respondents and 64% identified as Indigenous/Metis.

Although these results are not generalizable to the Bruce County population, they are sufficient to demonstrate that homelessness is a socioeconomic problem. The results do suggest avenues for further study, particularly in the regards to youth and indigenous homelessness.

Bruce County is required to begin updating the Long-Term Housing Strategy in the fall/winter 2018 for completion by June 2019. The results of the enumeration along with community consultations will help to inform and guide the update.

Financial/Staffing/Legal/IT Considerations:

Service Managers had the ability to designate CHPI administration dollars to cover the cost of enumeration. Bruce County, hired a consultant to develop and lead the enumeration process and to complete the final report.

Considerable staff time was used to work with the consultant to inform the enumeration process. Several Human Services staff were trained to deliver the enumeration questionnaire.

There are no legal or IT consideration associated with this report.

Interdepartmental Consultation:

There were no specific interdepartmental consultations associated with this report. However, staff across the Human Services' department worked closely to ensure the enumeration was delivered applicably.

Link to Strategic Goals and Elements:

Goal: 3. Find creative new ways to engage our public
6. Explore alternate options to improve efficiency and service

Approved by:

Christine MacDonald
Acting Chief Administrative Officer



2018 Homeless Enumeration - Bruce County



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2018 Homeless Enumeration

Introduction

In April of 2018, Bruce County, advised by the Grey Bruce Poverty Task Force - Housing Subcommittee, conducted a homelessness enumeration using a Period Prevalence Count (PPC) methodology. The count was mandated by the Province of Ontario's Ministry of Housing in an effort to measure the extent of homelessness in each municipality, as well as to capture key demographic information of the homeless population in Ontario.

The homelessness enumeration was the first of its kind to be conducted in Bruce County, the result of a mandate set by the provincial government in 2016 with the passage of the Promoting Affordable Housing Act and the commitment to end chronic homelessness by 2025¹. Beginning in 2018, all Ontario municipalities are required to conduct a homeless enumeration every two years with the goals of:

- Improving community awareness and understanding of homelessness;
- Helping to monitor and assess developing trends over time;
- Providing a method through which to measure progress; and
- Strengthening efforts to end homelessness.

In addition, the homelessness enumeration represents an opportunity for knowledge mobilization that can aid in reaching the objectives outlined in Bruce County's Long-Term Housing Strategy², which was updated in 2013 and is scheduled to be updated again in 2019. By conducting the enumeration every two years, the County will yield information about the scope of homelessness, and will be equipped to use this knowledge to outline strategies that will assist in effectively meeting the needs of the homeless population.

Rural Homelessness

The problem of homelessness is most often associated with urban communities, however, a growing body of research over the past 15 years has shown that the problem is also prevalent in rural Canada. The size and the dynamics of the problem in these rural areas is still largely unknown, in part because of unique problems that rural areas pose for data collection. Rural areas often have fewer services geared towards people experiencing homelessness and the services that are available often

¹ <https://news.ontario.ca/mma/en/2016/12/ontario-passes-legislation-to-create-more-affordable-housing-for-families.html>

² <https://brucecounty.on.ca/sites/default/files/Bruce%20County%20Long%20Term%20Housing%20Strategy%202013.pdf>

2018 Homeless Enumeration

serve a large geographical region. A recent study conducted in rural and northern Ontario found that only 32 percent of service providers in these regions are able to keep ongoing records of their at-risk and homeless populations³. This problem is compounded by the fact that rural areas tend to have smaller populations spread out over relatively large geographic regions, making it more difficult to locate those who sleep rough or stay in unsafe dwellings⁴. The research that has been done is much less frequent and has been conducted in disparate parts of the country, making a nationwide view of the problem's unique characteristics difficult to attain.

Bruce County is comprised of eight local municipalities with a total population of 68,147⁵. Although this homeless enumeration was the first of its kind, the County previously conducted a Homelessness Intake Survey over a two-month period with individuals who reported being homeless or at-risk of homelessness. The Grey-Bruce YMCA Housing Support Program also collected data over a one-year period. Results show that while those experiencing absolute homelessness are a relatively small group compared with the overall population, those who may become homeless come from diverse groups, and the number of individuals who are at-risk of homelessness in Bruce County is rising. There are currently no emergency shelters for men or youth in the County rather those seeking emergency housing are placed temporary accommodation (i.e. motels or hotels). The absence of public transportation also makes service access difficult for Bruce County residents, as many services are located in Grey County. There is currently limited supportive housing in Bruce County, which creates barriers to suitable housing for those with serious physical and mental health issues, and those with disabilities.

Bruce County currently administers a number of programs and services to address the challenges related to homelessness and the issue of affordable housing. For more information, please visit [Bruce County Housing Services](#).

Bruce County, will begin consultations in the fall of 2018 to update the Long Term Housing Strategy. This update will be an opportunity to develop an increased understanding of the issues around affordable, safe and secure housing.

³ Kauppi, C., O'Grady, B., Schiff, R., Martin, F. and the Ontario Municipal Social Services Association. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute.

⁴ Waagemakers Schiff, J, Schiff, R., Turner, A., & Bernard, K. (2015). Rural homelessness in Canada: Directions for planning and research. *The Journal of Rural and Community Development*, 10(4), 85-106.

⁵Statistics Canada. 2017. *Bruce, CTY [Census division], Ontario and Ontario [Province] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>*

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Period Prevalence County (PPC) Methodology

A PPC is a method used for counting and obtaining information about people experiencing homelessness that normally takes place over a longer period of time than other methods of enumeration, e.g. one week as opposed to one day. The information collected allows communities to develop strategies that address homelessness and tracks changes in the homeless population. It is often the method of choice for homeless enumerations taking place in rural areas. A PPC normally uses “hub sites,” or community service locations that are frequented by individuals and families who are experiencing homelessness or are at risk of homelessness. PPCs are generally favoured in rural areas where “hidden” homelessness (temporarily living with friends or relatives) is more prevalent because it “casts a wider net” over a larger region for a longer period of time⁶.

In Bruce County, the PPC was conducted over the course of a five-day period, between April 23 and April 27, 2018. It was conducted during regular business hours in partnership with local social service agencies. This time-frame was selected at the end of the month, a time when homelessness is generally known to increase⁷. In advance of the PPC, local agencies were asked to act as “hub sites” for the count, or were provided with informational materials about its purpose, as well as when and where it would occur.

Following a period of community outreach and establishing a list of hub sites, front-line social service workers employed with Bruce County and other local service organizations were provided with enumeration training that involved familiarizing enumerators with the survey tool and the purpose of the enumeration. The survey tool, provided by the Ministry, consisted of a questionnaire composed of 18 questions that asked respondents to disclose demographic information, as well as information about their experience of homelessness and where they would be staying that night.

Enumerators also received empathy training for interacting with respondents from marginalized groups.

Results

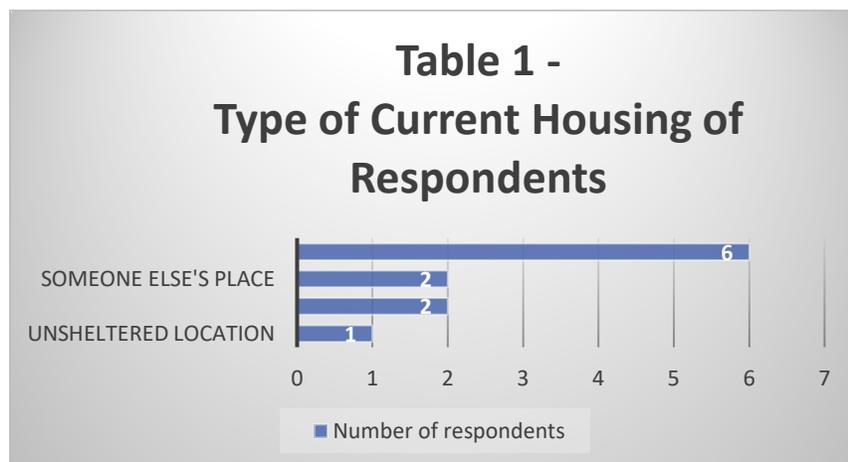
Over the course of the enumeration week, a total of 17 individuals experiencing homelessness were counted in Bruce County. Eleven of them completed questionnaires, while 6 identified as homeless, but chose not to participate. Over half

⁶ Kauppi, C. 2017. Period Prevalence Counts of People Experiencing Homelessness: A Guide for Rural and Northern Communities. Ministry of Housing, Government of Ontario.

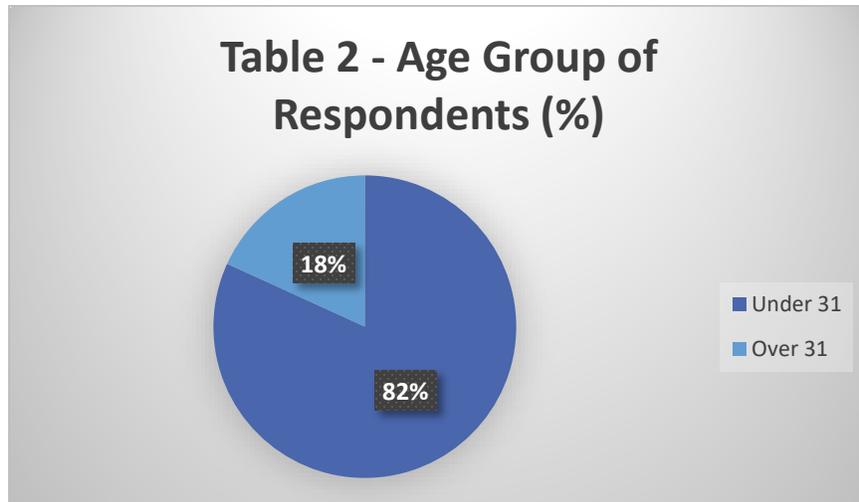
⁷ Peressini, T., McDonald, L., & Hulchanski, D. (1996). Estimating Homelessness: Towards a Methodology for Counting the Homeless in Canada. Canada Mortgage and Housing Corporation. Ottawa, Ontario.

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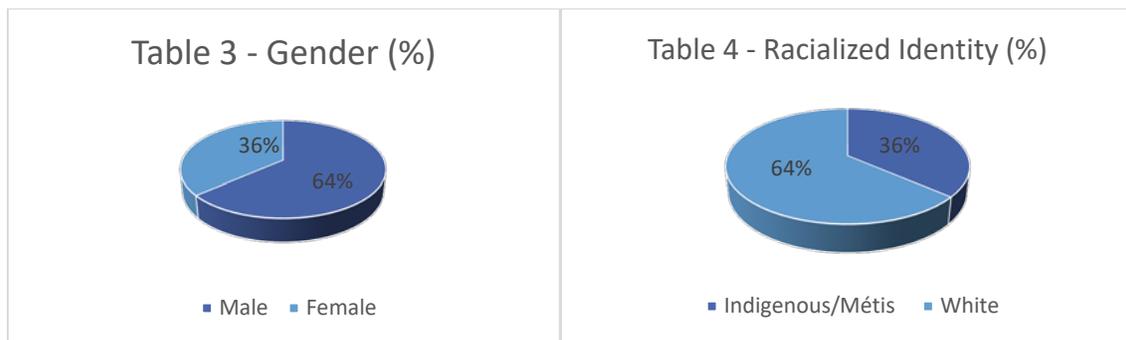
of those who completed the questionnaire reported that they were currently living at a motel/hotel. The other five reported that they were either staying with friends or family, at an undisclosed location, or that they did not know where they would be staying that night (see Table 1 below). About 45 percent of respondents said that they had been homeless for less than three weeks, while another 45 percent had been homeless for up to 7 months. One individual reported having been homeless for one year. The reasons for homelessness varied considerably, a result that might suggest a disadvantage in using a structured questionnaire to address this question. The most commonly chosen response was "conflict with a parent/guardian," which was selected by over 45% of respondents. It was also determined that 9 of the 11 respondents were under the age of 31 (see Table 2 below). These findings could suggest youth homelessness in the area is a target for further investigation and programming, however additional research is required to determine the extent of the need.



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Respondents were asked to identify their racialized identity, gender identity and sexual orientation. It was found that over one third of respondents reported having an Indigenous or Métis identity. The majority of the respondents reported 'heterosexual' as their sexual orientation, with two individuals identified as bisexual and one as homosexual. Males made up 64 percent of the survey respondents, with the other 36 percent being female.

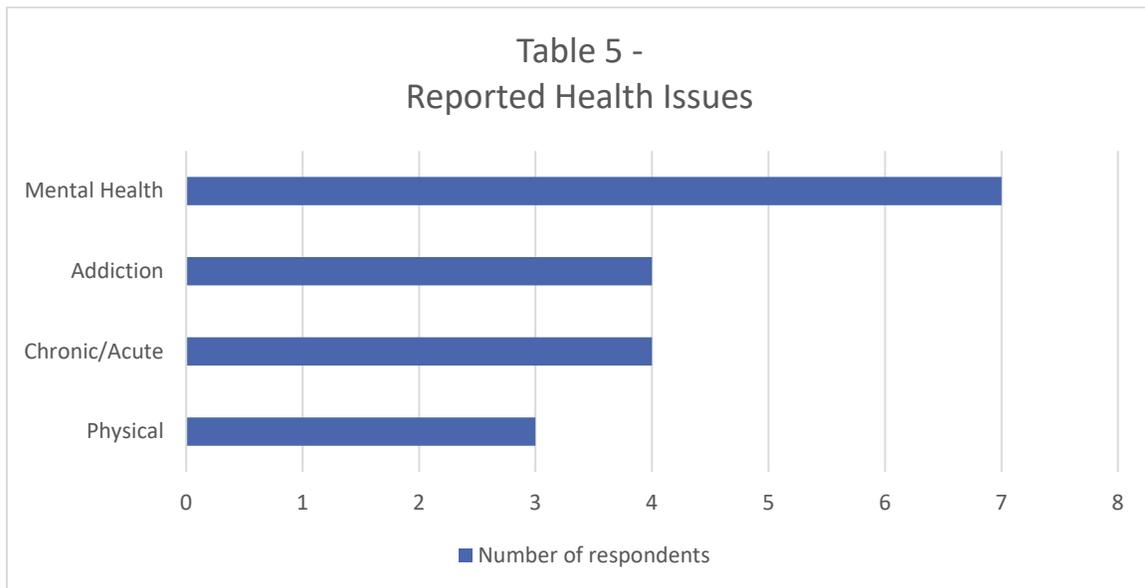


The survey data collected did not show a prevalent amount of family homelessness. Only three respondents reported having a partner, and only one reported having children. The survey also asked respondents if they had been in foster care at some point in their lives, and 45 percent reported 'Yes.' These findings would require additional research to determine their level of significance.

Additional survey questions focused on health and income. Nearly two thirds of respondents reported having a mental health issue. Over one third reported having a

2018 Homeless Enumeration

chronic or acute medical condition, and over one third reported having an addiction. In regards to income, nearly two thirds selected social assistance as their source of income, with only two of these respondents citing additional income sources. Over one third reported a different source of income, including disability benefits, seniors' benefits, GST refunds, child and family benefits, or no income.



Limitations to PPC Data Collection

As is the case with all research methodologies, PPC has limitations. One limitation is the risk of under-counting. Service providers in rural areas are burdened with the difficult task of implementing a homelessness enumeration across a very large geographic area. The dissemination of information about homeless counts to community stakeholders is a complicated logistical task that takes a lot of time, personnel, and resources that are often in shortage or non-existent. Obtaining crucial demographic information from service users is also very difficult because due to lack of services and public transportation that would allow potential respondents to travel to hub sites.

Another major disadvantage of the PPC methodology is that it does not contain statistical measures that can be used to produce homeless population estimates. This means that it is impossible to determine how close the number of respondents is to the actual homeless population size in a given area.



2018 Homeless Enumeration

Conclusion

Although the results presented are not generalizable to the Bruce County population, they are sufficient to demonstrate that homelessness is a socioeconomic problem in Bruce County, and suggests avenues for further study, particularly in regards to youth homelessness. As we continue to complete homelessness enumeration locally and monitor national standardization efforts, our understanding of how and ability to effectively count individuals and families experiencing homelessness will continue to grow, including a more complete understanding of the limitations inherent in current homeless count methodologies. This understanding will allow us to conduct informative studies, the results of which will allow service providers and other stakeholders the ability to design programs that help ensure a quick and effective community response to in need.

For more information on what Bruce County is doing to address homelessness and housing affordability in our communities, visit [Bruce County Housing Services](#).



Committee Report

To: Warden Paul Eagleson
Members of the Human Services Committee

From: Tania Dickson
Acting Director of Human Services

Date: September 6, 2018

Re: 2018 Child Care Service Agreement Amendment - Year 2
Expansion Plan

Recommendation:

The 2018 Child Care Service Agreement Amendment - Year 2 Expansion Plan report is for information.

Background:

The Ministry of Education released the Child Care Allocations to Consolidated System Service Managers across Ontario. 2018 allocations are based on the "Ontario Child Care and Child and Family Programs Service Management and Funding Guideline" which broadly outlines municipal service requirements for the Children's Service Sector.

On August 17, 2018 the County of Bruce was notified through the Ministry of Education that the Year 2 Expansion Plan funding allocation has been decreased by \$80,262.

The 2018 amended Child Care Service Agreement will be brought forward to Committee for authorization when received.

Financial/Staffing/Legal/IT Considerations:

The 2018 Amended Child Care Agreement will outline and include the decreased allocation for the Expansion Plan Year 2 funding. Staff will reduce the budgeted expenditures to operate within the decreased allocation.

There are no staffing or IT considerations associated with this report

Interdepartmental Consultation:

Departmental Staff will work the Finance staff to amend the necessary budget details based on the funding allocation.



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Link to Strategic Goals and Elements:

Goal #5 - The Elimination of Red Tape.

Element # E - Focus on the internal and external customer/client needs first through providing community based services.

Written by: Andrea Riley, Children's Services Manager

Approved by:

Christine MacDonald
Acting Chief Administrative Officer



Committee Report

To: Warden Paul Eagleson
Members of the Human Services Committee

From: Tania Dickson
Acting Director of Human Services

Date: September 6, 2018

Re: Fall 2018 EarlyON Transformation

Recommendation:

The Fall 2018 EarlyON Transformation report is for information.

Background:

In February 2016, the Ministry of Education announced its intention to transform Ministry-funded Ontario Early Years Child and Family Centres (OEYCFC). The Ministry would work with System Service Managers to rebrand services, moving OEYCFC programs and services to new EarlyON Centres, providing a range of services to support children age 0-6, their families and caregivers.

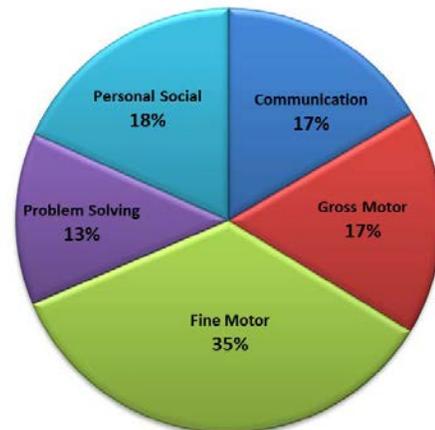
In preparation for transformation, the County of Bruce in collaboration with both program users and community partners conducted a Needs Assessment and worked to develop an Initial Plan for local services. The Initial Plan as well as the Ministry of Education's Planning Guidelines for Service System Managers assisted staff by acting as the foundation for transformation planning for EarlyON services, placing focus on the following areas:

- Statistical Update
- Analysis of Financial Need
- Determination of New Programming
- Review of Locations
- Review of Service Delivery



Statistical Update

Information and local data from Census Stats, and results from tools such as the Early Development Instrument (EDI) and the Ages and Stages Questionnaire (ASQ), were analyzed and reviewed to assist staff to realign EarlyON programs and services. Current data was utilized to establish programming needs across the County. The chart outlined on the right demonstrates the overall developmental needs of Bruce County children age 0-6 by domain.



Analysis of Financial Need

The annual budget allocation for EarlyON programs and services allocated to the County of Bruce by the Ministry of Education totals \$910,636.00. The EarlyON budget flows to support data analysis, early childhood development planning, community engagement and administration. Further, dollars within the annual allocation support the implementation of direct programs and services within EarlyON Centres. Program implementation continues to evolve in response to need and as staff evaluate impacts of the transformation there will be an ongoing analysis of the provincial allocation against the demand for service.

Determination of New Programming

Local EarlyON services were reviewed through 2017 - 2018 and new programming has been developed in response to overall need. New EarlyON program locations have been selected based on community demographics and space availability. Core programming will now be offered to address overall development, while targeted programming will be geared specifically towards improving outcomes for children age 0-6 who are tracking below the provincial average within specific developmental domains.

As part of the County's effort to improve communication and build awareness with residents about EarlyON programs, staff have moved from a monthly planning approach to a quarterly EarlyON Program Guide. Each quarter, staff collaborate internally and with community partners to develop a program plan that outlines services available for residents of Bruce County. Program guides are released quarterly, showcasing services for each season, including fall, winter, spring and summer. The guide is distributed locally to community centres, local municipalities, libraries, the Bruce County Museum, Public Health, School Boards, LHIN Local Health Teams, through the Early Learning Planning Committee and is posted online for quick and easy access to information through the Bruce County Website.

Currently, the [Fall 2018 EarlyON Program Guide](#) can be reviewed online.

Review of Location

The Ministry of Education supports a “School’s First” focus for EarlyON locations. Starting in September, Bruce County will be directly operating four main EarlyON Child and Family Centre program sites. In partnership with the Bruce-Grey Catholic District School Board and the Bluewater District School Board, these sites will be located in Chesley, Kincardine, Port Elgin and Wiarton with outreach locations offering targeted programming in select locations. As partnerships continue to develop, expanded program options will become available in densely populated areas and areas of growth. Fall 2018 EarlyON locations are outlined fully on page 3 of the Fall Program Guide and presented by municipality as outlined on the map provided.

Review of Service Delivery Model

Based on the comprehensive consultation that took place during the development of the Needs Assessment and Initial Plan, the County of Bruce has worked to shift EarlyON programs and services to a direct service delivery model.

As part of this transformation, effective September 2018 Bruce County will take on the direct operation of all EarlyON Child and Family Centres. In past, programs in the northern end of the county were delivered through an indirect approach, managed by Keystone Child, Youth & Family Services, as a third party program provider. The funding previously allocated to Keystone as part of the annual budget process through a standing Purchase of Service Agreement has been reallocated to the county’s EarlyON program costs associated with the implementation of expanded services in Port Elgin, Wiarton, Lions Head and Tobermory. Keystone continues to partner with Bruce County in order to allow for the provision of targeted programs at EarlyON sites.





Moving forward, all EarlyON program sites and outreach locations in Bruce County will be directly operated by Bruce County Children's Services, Human Services Department. The program will provide interactive activities for children and caregivers: fun early learning, literacy, school readiness activities, new baby support, parenting information, resources on pregnancy, child development, along with information and linkages to other community resources for children and families.

As Children's Services continues to explore programming options and solidify community partnerships, additional program options will become available to residents. Bruce County is committed to building healthy communities and works closely with local service providers, School Boards and the Ministry of Education to implement responsive programming that is designed to meet the needs of our children and their families, while promoting healthy child development and overall community wellbeing.

Financial/Staffing/Legal/IT Considerations:

Expenses associate with the EarlyON Transformation have been included as part of the 2018 Children Services budget.

Interdepartmental Consultation:

The transformation project involved interdepartmental consultation from Corporate Services (IT), with regard to the setup and networking of new EarlyON program locations.

Link to Strategic Goals and Elements:

As the ministry appointed Consolidated Municipal Service Manager (CMSM), Bruce County recognizes that quality EarlyON programs and services play a vital role in supporting the healthy development of our children and in supporting family literacy.

Element # E - Focus on the internal and external customer/client needs first through providing community based services.

Written by: Andrea Riley, Children Service Program Manager, Human Services

Approved by:

Christine MacDonald
Acting, Chief Administrative Officer