



**CITY OF KINGSTON**  
**REPORT TO COUNCIL**

**Report No.: 12-141**

---

**TO:** Mayor and Members of Council  
**FROM:** Lanie Hurdle, Commissioner, Community Services  
**RESOURCE STAFF:** Sheldon Laidman, Director, Housing Department  
**DATE OF MEETING:** April 17, 2012  
**SUBJECT:** Dawn House Women's Shelter Daytime Funding for 2012

---

**EXECUTIVE SUMMARY:**

Between 2007 and 2011, Dawn House Women's Shelter (Dawn House) received \$175,000 annually from the Consolidated Homelessness Prevention Program (CHPP). This funding is provided for community-based programs and services for people who are homeless or at risk of becoming homeless.

City staff conducted an operational review of all CHPP funded agencies in 2011 and a number of deficiencies and non-compliance issues were identified at Dawn House Women's Shelter. Accordingly, in November, 2011 Council approved interim funding to Dawn House Women's Shelter from January 1, until April 30, 2012 rather than the full year funding. This funding was taken from the Social Services Stabilization Fund and not through the CHPP fund. This funding was flowed to Dawn House to provide it an opportunity to stabilize operations and address the issues identified in the May 2011 review. Council directed that City staff complete another review of the agency in March 2012 after which a recommendation would be made regarding further funding in 2012 for daytime services at Dawn House.

The second review of Dawn House was conducted on March 29, 2012, and staff noted that while the agency has addressed a number of issues and is working diligently to implement changes to improve efficiencies, there are still concerns regarding the adequacy of programming and the financial viability of the organization. City staff have reviewed options for continued funding for Dawn House and have completed a financial analysis on each option.

April 17, 2012

- Page 2 -

---

**RECOMMENDATION:**

**THAT** Council approve \$14,500 per month to Dawn House Women's Shelter for the eight month period from May 1, 2012 to December 31, 2012 with \$33,300 coming from the Consolidated Homelessness Prevention Program (CHPP) and the balance of \$82,700 being re-allocated from the Local Services Realignment (LSR) Stabilization Fund.

**AUTHORIZING SIGNATURES:**

ORIGINAL SIGNED BY COMMISSIONER Lanie Hurdle, Commissioner, Community Services
---

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER Gerard Hunt, Chief Administrative Officer
--

**CONSULTATION WITH THE FOLLOWING COMMISSIONERS:**

Cynthia Beach, <i>Sustainability &amp; Growth</i>	N/R
Denis Leger, <i>Transportation, Properties &amp; Emergency Services</i>	N/R
Jim Keech, <i>President and CEO, Utilities Kingston</i>	N/R

***(N/R indicates consultation not required)***

April 17, 2012

- Page 4 -

---

**OPTIONS/DISCUSSION:****Background**

The City of Kingston, as Service Manager, receives approximately \$1.3M yearly in funding from the Ministry of Community and Social Services to deliver programs under the "Consolidated Homelessness Prevention Program" (CHPP). This funding is provided to municipalities to address a prescribed range of community-based programs and services for people who are homeless or at risk of becoming homeless throughout the service area. Programs supported through the CHPP funding are in addition to the per diem funding to maintain emergency shelter beds. In 2007, City Council decided to supplement the provincial program by creating the municipal "Housing/Homelessness Strategic Fund" (HHSF) program and \$150,000 was dedicated to the HHSF program which has been funded by the City for the past five years.

As part of the service manager's responsibilities to ensure compliance and effective service, staff completed an operational review of each of the CHPP and HHSF funded organizations in 2011. These reviews included client, management, and front line staff interviews as well as site visits.

The review of one of the agencies, Dawn House Women's Shelter, identified deficiencies in programming, reporting, staffing, corporate governance and finance. City staff met with the agency to review the results and in August 2011 Dawn House submitted an action plan to address the issues. In October 2011, the agency advised the City of obstacles preventing it from completing the necessary actions included in its plan. In September, Dawn House Women's Shelter lost two of its long term board members and the agency was uncertain if the board would be able to maintain quorum to direct operations.

Between 2007 and 2011, Dawn House Women's shelter annually received \$175,000 from the Consolidated Homelessness Prevention Program (CHPP). Due to their non-compliance and issues identified in the review, Council approved \$14,500 per month (equivalent to the former CHPP funding in the amount of \$175K annually) from the Social Services Stabilization Fund to Dawn House Women's Shelter for a period of four (4) months, until April 30, 2012. This funding was intended to enable Dawn House to stabilize its operation, with the provision that the City would complete another agency review in March 2012 after which a recommendation would be made to Council regarding the continuation of further funding for daytime services to Dawn House for the remainder of 2012.

City staff conducted the second review of Dawn House on March 29, 2012 which included interviews with front-line staff, the Executive Director and present and former shelter residents as well as a review of files and general observations in the shelter.

It should also be noted that on April 2, 2012 Council approved the issuance of a Request for Proposal (RFP) in 2012 for the allocation of annual Consolidated Homelessness Prevention Program (CHPP) funding and \$150,000 municipal Homelessness/Housing Strategy funds (HHSF) for the period 2013 to 2014. Dawn House and all other community agencies will need to

April 17, 2012

- Page 5 -

---

submit proposals and meet the eligibility criteria in the RFP such as ability to meet CHPP goals, provision of a required community homeless service and financial sustainability.

### **Dawn House Review**

The general findings of the March 2012 Dawn House review coupled with feedback received during ongoing discussions with the Executive Director are as follows:

#### **a. Clients and Programming**

A new Executive Director (ED) was hired in January 2012 and is working diligently to implement changes to improve efficiencies within the organization. It should be noted though that Dawn House has had a high turnover of executive directors - at least six (6) executive directors in the past five (5) years. There have been efforts by past EDs and Boards of Directors to improve efficiencies, however, due to varying reasons there has not been a stable ED in place to follow through on these changes for any substantial period of time since 2006. With such a high turnover in leadership, the agency suffers from instability and inconsistency in their policies, procedures, program delivery and client services.

Dawn House has been coined by staff and residents as a "home" for homeless women. A place for women and children to call "home" has traditionally taken precedence at Dawn House over any programming, however, the initial CHPP proposal submitted by Dawn House in 2006 indicated that programming and support services would be provided during daytime hours. Interviews conducted with staff and clients at the shelter during the March review did indicate that enhanced programming, life skills training and workshops have been introduced recently at the shelter. The CHPP funding is provided to offer these supports not simply to keep the facility open during the daytime so that residents have a place to stay. As a result of the review, City staff continue to have concerns about the daytime programming being offered at the shelter meeting the requirements of CHPP funding.

Dawn House Women's Shelter is one of six (6) emergency shelters funded in the community. Exhibit "A" provides details on all emergency shelters funded in the City as well as any additional services provided by these agencies and the type and amount of funding provided for this purpose.

#### **b. Staffing**

The agency is still in negotiations under their collective bargaining agreement. The current Collective Agreement expired on March 31, 2011 and negotiations have been ongoing since before its expiry. An offer submitted by the employer which would reduce vacation entitlements and hence operating costs was rejected by the employees on April 4, 2012.

Dawn House is incurring large legal bills throughout the collective bargaining process, which is contributing to their annual deficit. The constant negotiating with the Union is time consuming for the ED limiting her ability to concentrate on other issues at the shelter and implementing changes throughout. This has been a continual observation by former EDs, the Board of

April 17, 2012

- Page 6 -

---

Directors and City staff. The issues surrounding the labour situation and the sustainability of labour costs continues to be a concern that will need to be monitored by the Service Manager.

**c. Governance**

Due to the hard work and diligence of the previous ED as well as the new EDs, nine individuals have now been appointed to the Dawn House Board of Directors. Each member has a diverse background and brings with them a wealth of knowledge that will certainly benefit the organization, however, as a new board much work will be required to bring the organization up to appropriate standards.

There is certainly greater governance stability for Dawn House at the Board and ED levels which is encouraging, however, staff have identified continued areas of concern which will need to be monitored by the Service Manager.

**d. Financial Viability**

City staff reviewed Dawn House's budget as well as trending expenditures and revenues to develop conservative 2012 budget estimates. These budget estimates anticipate Dawn House running a deficit of a minimum of \$10K for 2012 even with funding equivalent to the CHPP dollars previously provided – i.e. \$175K annually.

In 2008, Dawn House had an accumulated surplus of \$66,000. Each year beginning in 2009, Dawn House has operated in a deficit position which has reduced their accumulated surplus to a current balance of approximately \$10K and City staff's conservative estimates show Dawn House may be in an accumulated deficit position by the end of 2012. The 2012 budget also provides for \$35,000 in fundraising and donations. Should Dawn House be unable to reach this fundraising goal, their financial position would be even further compromised. Dawn House may have to use some of its client support fund to help bridge their operational gap should their 2012 deficit exceed their existing accumulated surplus.

**Options for Consideration of Continuation of Further Funding for Daytime Services to Dawn House for the Remainder of 2012**

As a result of the agency review, City staff have considered four options regarding the continuation of funding for Dawn House. These options are outlined more fully as follows.

**Option 1****Continuation of full funding for daytime services**

This option would see the agency undergo very few changes in that the shelter would remain open 24 hours a day; there would be no required changes to staff schedules; the agency could continue in its efforts to stabilize operations and the new Executive Director and Board of Directors could continue in their efforts to implement enhanced programming, revised policies and procedures.

April 17, 2012

- Page 7 -

---

**Option 1 - Funding Necessary - \$116,000**

Dawn House has received \$175K CHPP funding annually from January 1, 2007 to December 31, 2011. From January 1, 2012 until April 30, 2012, Dawn House has continued to receive funding equivalent to the CHPP dollars from the Social Services Stabilization fund (\$58,000). To continue to fund Dawn House for 2012 at the same rate would cost an additional \$116,000 from May to December 2012.

**Option 1 - Impacts to Clients/Programs**

City staff would continue to monitor Dawn House to ensure that it was providing the programs and services for which funding would be provided for the next eight (8) months. Still being open 24 hours a day would benefit clients in that they would not need to leave the shelter in the daytime.

**Option 1 - Financial Viability**

Essentially, Dawn House requires more than \$175K to provide daytime services to clients. This can be directly attributed to the high operating costs of a smaller organization inclusive of the salaries/benefits that Dawn House pays compared to similar agencies as well as their high legal expenses. In 2011, salaries and benefits made up over 75% of Dawn House's expenditures for the year and legal expenses were approximately 5% of total expenses. Even with full funding, it is anticipated Dawn House would most likely operate in a deficit of about \$10K which would fully deplete their accumulated operating surplus. The organization will need to review its operations and service delivery model to ensure long term financial sustainability.

**Option 2****Partial Funding to Allow Shelter to Provide Programming and Remain Open from 5 p.m. until 9:00 a.m.**

This would allow Dawn House to be open to provide emergency shelter services as per their mandate as well as offer some core programming to clients in the late afternoon/evening and in the early morning.

**Option 2 - Funding Necessary - \$81,500**

If the funding to Dawn House was reduced so that it was open only from 5 p.m. until 9 a.m., it is anticipated it would cost approximately \$81,500 from May to December 2012. It is anticipated that this operational change could help reduce the estimated operational deficit.

**Option 2 – Impact to Clients/Programs**

In discussions with staff and residents, City staff were advised that during the daytime hours many residents are busy with housing searches, attending appointments, job searching and preparing for upcoming moves. As well, Dawn House has recently begun working with outside agencies to provide information sessions and workshops to its residents. If Dawn House was closed from 9 a.m. until 5 p.m., clients could be issued bus passes so that they could go off site for the day to attend appointments, take part in programming offered at other locations and do housing searches.

April 17, 2012

- Page 8 -

---

Dawn House could consider making alternative arrangements and supporting their clients to access day time programming in other facilities.

**Option 2 – Impacts to Dawn House Staff**

This reduction in hours of operation would likely mean that full-time and part-time staff would be affected. This reduction in hours of operation would mean that a revised work schedule would need to be designed.

**Option 2 - Financial Viability**

Should Dawn House receive partial funding from May to December 2012 at \$82,000, it is anticipated that they could stay on budget if they are able to make appropriate operational changes.

**Option 3****Partial Funding to Allow the Shelter to Remain Open from 8 p.m. until 8:00 a.m.**

Very limited programming could be offered if the shelter was open during these hours only. The main purpose of the facility would be as outlined in the per diem funding agreement with the City – i.e. to provide emergency shelter. This would be more in line with some of the other shelters in the City which are not open during the daytime, some of which have partnerships with other organizations– i.e. Kingston Youth Shelter Project (Hotel Dieu Hospital), Harbour Light (Salvation Army) or which have expanded operations to maximize funding potential – i.e. Ryandale Transition House.

**Option 3 - Necessary Funding - \$60,000**

If funding was reduced so that Dawn House was open only from 8 p.m. until 8 a.m., it is anticipated it would cost approximately \$60,000 for the eight month period from May to December 2012.

**Option 3 – Impacts to Clients/Programs**

If Dawn House was only open from 8 p.m. until 8 a.m., it would not allow much time to offer any programming to residents. Dawn House would be operating as an emergency shelter providing a place for women to go to sleep. With these hours of operation, Dawn House would need to consider changing its mandate so that it provides shelter to women without children or only those with older children.

Since Lily's Place is now open 24 hours a day and has a playroom and playground equipment for children as well as an agreement with Better Beginnings to provide programming for parents and children, women with children could be accommodated in the community.

**Option 3 – Impacts to Dawn House Staff**

This reduction in hours of operation would mean that full-time and part-time staff hours would be affected. This reduction in hours of operation would mean that a revised work schedule would need to be designed based on a 12 hour shift rotation.

**Option 3 - Financial Viability**

If Dawn House receives the full amount of partial funding forecasted to allow them to remain open 12 hours a day (\$60,000) for the period May to December 2012. It is anticipated that they could stay on budget if they are able to make appropriate operational changes.

**Option 4**

**Only Per Diem Funding**

Dawn House would need to decide what hours they wish to remain open with only per diem funding and would then need to access an alternate source of funding. This would be in line with some of the other shelters in the City which only receive per diem funding from the City and have partnerships with other organizations – i.e. Kingston Youth Shelter Project, Salvation Army Harbour Light.

**Option 4 - Funding Necessary - \$0**

If the City was to provide only shelter per diem funding to Dawn House, it would need to access an alternate funding source – i.e. United Way, churches, community groups or grants. An analysis of the current budget estimates prepared by City staff indicates that if Dawn House was to reduce its hours of operation to 11 p.m. until 7 a.m. the agency would still require \$32,298 in additional funding for the 8 month period from May to December 2012.

**Option 4 – Impacts to Clients/Programs**

Reducing hours of operation to 11 p.m. to 7 a.m. would not serve homeless women with children in the community well. These hours of operation would mean that women with children could potentially be on the street until 11 p.m. which would be unsafe and not recommended.

**Option 4 – Impacts to Dawn House Staff**

Reducing hours of operation to 8 hours per day would mean that some full and part time staff would be laid off and/or have their hours substantially reduced.

**Option 4 - Financial Viability**

Without any funding in addition to shelter per diem funding, the shelter would most likely not be able to remain open. Dawn House would most likely run in a deficit position and would be at risk of closing operations before the end of 2012 unless they were able to access funding from an alternate source.

**EXISTING POLICY/BY LAW:**

N/A

**NOTICE PROVISIONS:**

N/A

**ACCESSIBILITY CONSIDERATIONS:**

N/A

April 17, 2012

- Page 10 -

---

**FINANCIAL CONSIDERATIONS:**

Four funding options have been considered by City staff regarding the continuation of daytime program funding to Dawn House for 2012. Should any further funding be provided to the agency in 2012, City staff have identified the following funding sources:

- 1) There is currently \$33.3K unallocated in the CHPP fund which could be allocated to Dawn House.
- 2) The Local Services Realignment (LSR) Stabilization Fund currently has a balance of \$300K. This reserve was used in the past to offset shortfalls in OMPF funding but with the upload of ODSP and OW benefits to the Province, the City no longer receives OMPF funding and there is no identified continued purpose for this fund.

**CONTACTS:**

Lanie Hurdle, Commissioner, Community Services

613-546-4291 ext. 1231

**OTHER CITY OF KINGSTON STAFF CONSULTED:**

Lee Campbell, Housing Programs Administrator, Housing Department

Melanie Bale, Financial Analyst, Housing Department

Katie Clarke, Manager, Ontario Works Program

Alan McLeod, Senior Legal Counsel, City of Kingston

Desiree Kennedy, Director of Financial Services & City Treasurer

**EXHIBITS ATTACHED:**

Exhibit A – Emergency Shelters Kingston and Frontenac

Exhibit B – Shelter and Drop-in Centres Hours of Operation

The City of Kingston currently funds 78 shelter beds by way of Administration Agreements with six (6) non-profit agencies. The City purchases emergency hostel services to fund shelter beds using a purchase of service for bed nights on a per diem basis through Ontario Works' "Emergency Hostel Services" funding, which is currently (2011) cost-shared with the Province on a 82.8 /17.2 basis. The municipal cost-share portion is being reduced as OW allowance and benefit costs are slowly uploaded back to the province over a 9 year period ending in 2018. The per diem rate is presently \$43.50 with an additional \$4.40 for added costs related to the provision of personal needs assistance (PNA). Hostels receive the shelter bed based on the per diem and PNA amounts and client eligibility. Some hostels provide PNA funds back to the clients and absorb personal needs item provisions into other non-municipal/provincial resource lines. The OW emergency hostel service per diem rate is prescribed (capped) by the Province.

Some emergency shelters also receive additional funding under the Consolidated Homelessness Prevention Program (CHPP) or municipal Housing & Homelessness Strategic Fund (HHSF). Details on the six emergency shelters including number of beds and additional funding and services is outlined below:

<b>Name and Location of Shelter Mandate</b>	<b>Hours of Operation</b>	<b>Number of Beds funded</b>	<b>Annual CHPP or HHSF Funding received</b>	<b>Additional Service Provided with CHPP or HHSF funding</b>
Ryandale Family Shelter 23 Elm Street  Families and Singles	Mon – Sun 4pm-8am	15	HHSF - \$55K	Additional staff member to allow families with young children, night-employed residents and disabled residents remain in shelter during daytime hours
Kingston Youth Shelter 234 Brock Street  Youth aged 16 – 24 years	Mon-Sun 4pm-9am	7	N/A	
In From the Cold 426 Barrie Street  Single men and women	Mon-Sun 8pm-8am	24	HHSF - \$45K	Due to high needs of clients and high numbers of clients served nightly – additional staff member for safety and security

Name and Location of Shelter Mandate	Hours of Operation	Number of Beds funded	Annual CHPP or HHSF Funding received	Additional Service Provided with CHPP or HHSF funding
Lily's Place 333 Kingscourt  Families and single women	24 hours/day	14	CHPP - \$155K	Daytime programming; support services for residents to assist them in working through the barriers that prevent them from securing long-term housing; phone, computers and meeting space to assist clients in their housing searches; Access to the Hostel Case Manager; Counseling - one on one and group sessions. Parenting support; literacy and education support;
Harbour Light (Salvation Army) 562 Princess Street  Single men	Mon-Sun 4pm-11pm	8	N/A	
Dawn House Women's Shelter 302 Victoria Street  Women and children	24 hours/day	10	2011 \$175K CHPP 2012 – under review	Daytime programming – counseling, life skills, parenting, budgeting, finding permanent housing, and assistance with drug and alcohol treatment.

**12-141 Exhibit B – Shelter & Drop –In Centre Hours**

<b>Drop In Centres</b>	The shaded area indicates the hours that the agency is open. X indicates the hours of operation for The Gathering Place during an Extreme Temperature alert/warning and is above and beyond their regular hours of operation.																					
<b>MONDAY</b>	8 am	9 am	10 am	11 am	12 pm	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm								
<b>Housing Help Centre</b> 426 Barrie St. 613-531-3779								Open 8 am - 2 pm														
<b>Martha's Table</b> Friendship Room 629 Princess St. 613-530-3771												Open 10 am - 3 pm										
<b>The Gathering Place</b> 342 Patrick St. 613-548-4411 ext. 35	Will Open 3 pm - 7 pm (if extreme temp alert/warning issued)							X	X	X	X	X	X	X	X							
<b>TUESDAY</b>	8 am	9 am	10 am	11 am	12 pm	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm								
<b>Housing Help Centre</b> 426 Barrie St. 613-531-3779								Open 8 am - 2 pm														
<b>Martha's Table</b> Friendship Room 629 Princess St. 613-530-3771												Open 10 am - 3 pm										
<b>The Gathering Place</b> 342 Patrick St. 613-548-4411 Ext 35	Open 2:30 pm - 7:30 pm																					

<b>Drop In Centres</b>	The shaded area indicates the hours that the agency is open. X indicates the hours of operation for The Gathering Place during an Extreme Temperature alert/warning and is above and beyond their regular hours of operation.																						
<b>WEDNESDAY</b>	8 am	9 am	10 am	11 am	12 pm	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm									
<b>Housing Help Centre</b> 426 Barrie St. 613-531-3779								Open 8 am - 2 pm															
<b>Martha's Table</b> Friendship Room 629 Princess St. 613-530-3771																							
<b>Rideau Heights</b> Friendship Café 183 Weller Ave. 613-541-3947																							
<b>The Gathering Place</b> 342 Patrick St. 613-548-4411 ext. 35	Will Open 3 pm - 7 pm (if extreme temp alert/warning issued)								X	X	X	X	X	X	X	X							
<b>THURSDAY</b>	8 am	9 am	10 am	11 am	12 pm	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm									
<b>Housing Help Centre</b> 426 Barrie St. 613-531-3779								Open 8 am - 2 pm															
<b>Martha's Table</b> Friendship Room 629 Princess St. 613-530-3771																							
<b>The Gathering Place</b> 342 Patrick St. 613-548-4411 ext. 35	Open 2:30 pm - 7:30 pm																						

<b>Drop In Centres</b>	The shaded area indicates the hours that the agency is open. X indicates the hours of operation for The Gathering Place during an Extreme Temperature alert/warning and is above and beyond their regular hours of operation.																					
<b>FRIDAY</b>	8 am	9 am	10 am	11 am	12 pm	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm								
<b>Housing Help Centre</b> 426 Barrie St. 613-531-3779								<b>Open 8 am - 2 pm</b>														
<b>Martha's Table</b> Friendship Room 629 Princess St. 613-530-3771												<b>Open 10 am - 3 pm</b>										
<b>The Gathering Place</b> 342 Patrick St. 613-548-4411 ext. 35	<b>Will Open 3 pm - 7 pm (if extreme temp alert/warning issued)</b>								X	X	X	X	X	X	X	X						
<b>SATURDAY</b>	8 am	9 am	10 am	11 am	12 pm	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm								
<b>Housing Help Centre</b> 426 Barrie St. 613-531-3779								<b>Open 8 am - 1 pm (Nov 5, 2011 - April 29, 2012)</b>														
<b>Martha's Table</b> Friendship Room 629 Princess St. 613-530-3771												<b>Open 10 am - 3 pm</b>										
<b>The Gathering Place</b> 342 Patrick St. 613-548-4411 ext.	<b>Open 2:30 pm - 7:30 pm</b>																					

<b>SUNDAY</b>	8 am	9 am	10 am	11 am	12 pm	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm
<b>Housing Help Centre</b> 426 Barrie St. 613-531-3779							<b>Open 8 am - 1 pm (Nov 5, 2011 - April 29, 2012)</b>							
<b>The Gathering Place</b> 342 Patrick St. 613-548-4411 ext. 35			<b>XXXX</b> <b>Will Open 10 am - 2:30 pm</b> <b>(if extreme temp alert/warning issued)</b>				<b>Open 2:30 pm - 5:30 pm</b>			<b>XXXX</b> <b>Will Open 5:30 pm - 7 pm</b>		<b>(if extreme temp alert/warning issued)</b>		