

Roadmap to End Homelessness by 2030

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Report Summary

This report presents the Roadmap to End Homelessness by 2030 as requested by City Council (resolution CC2023-239), providing recommendations to reach a functional end to homelessness in Greater Sudbury by 2030 so homelessness is rare, brief and non-recurring.

Resolution

THAT the City of Greater Sudbury adopt the Roadmap to End Homelessness by 2030 as the official plan to prevent, address, and end homelessness in the City of Greater Sudbury.

AND THAT the City of Greater Sudbury direct staff to develop relevant business cases including comprehensive funding and advocacy strategies based on the Roadmap to End Homelessness by 2030 recommendations and deliver to City Council as part of the 2025 Budget process.

Relationship to the Strategic Plan, Health Impact Assessment and Community Energy & Emissions Plan (CEEP)

The recommendations outlined in the Roadmap to End Homelessness by 2030 supports Council's Strategic Plan in the areas of Housing and Creating a Healthier and More Vibrant Community. The recommendations also align with the Population Health Priorities of Indigenous Youth, Resiliency, Mental Health, Achieving Compassionate City Designation, Housing and Healthy Streets. This report has no relationship to the Community Energy and Emissions Plan.

Financial Implications

The report outlines investments with a total value of up to \$350 million that are required from all three levels of government, working together in a coordinated way, to fully implement the plan.

Staff are awaiting program details regarding housing-based announcements that were made during the federal budget process. These details will form part of the plan anticipated to be considered as part of the 2025 municipal budget process.

Based on previous funding programs, staff estimate a municipal contribution of up to 30% for capital costs associated with the recommendations included in this report may be required. Further, the municipal-led initiatives outlined in this report would require an additional annual municipal contribution of at least \$300,000.

Subject to Council's consideration of the recommendations in this report, staff will prepare a financial plan that includes business cases for the 2025 budget, including human resource requirements. The plan will include financial support required from other sources, most likely other orders of government.

Background

On September 26, 2023, City of Greater Sudbury City Council passed a motion that directed Community Development staff to draft a strategy to provide a roadmap to end homelessness in the City of Greater Sudbury by 2030, which included financial and staffing requirements to transition services from temporary shelters to transitional and permanent housing.

The Roadmap to End Homelessness by 2030 (Appendix 1) outlines the current homelessness system within the City of Greater Sudbury and recommendations to reach functional zero homelessness, through a housing first approach by 2030.

Functional zero is a definition referred to internationally to define a dynamic milestone of resolving homelessness in a community. By reaching functional zero, this means a homelessness system has been established where homelessness becomes rare, brief, and non-recurring. Achieving functional zero homelessness requires a complete system transformation to ensure there is access to housing for all citizens and adequate supports available to maintain housing.

Within the Roadmap to End Homelessness by 2030, there are several recommendations to increase access to housing for individuals experiencing homelessness, as evidence highlights that the provision of sufficient affordable and secure housing significantly decreases the number of households who will experience homelessness, and ensures the experience is brief for those who become homeless.

In addition, a key theme highlighted throughout the Roadmap to End Homelessness is recommendations to transition services within the homelessness-serving sector from passive services (e.g., warming centres, outreach services, emergency shelters) that "manage" the homeless situation rather than end it, to active services, including prevention services, provision of community housing, and housing first supports. Without an investment in active services, this creates a bottleneck of persons entering homelessness with a lack of opportunities to become housed. Similar approaches have been taken by other municipalities, including Waterloo Region, which highlight significant investments required for affordable housing and homelessness (approximately \$245 million) in order to end chronic homelessness by 2030.

Methodology

To inform the development of this report, a literature review was completed of best practices to addressing homelessness across Canada and internationally. An internal review of existing strategies and available data was completed across relevant departments (e.g., Homelessness, Housing, Planning Services). In addition, a Community Consultation was completed with community partners from various sectors and people with lived experience of homelessness.

Recommendations

Recommendations in this report are organized into four strategic pillars which align with the definition of functional zero.

To meet functional zero in homelessness in the City of Greater Sudbury as outlined in the Roadmap to End Homelessness by 2030, the estimated costs through federal, provincial and municipal investments is approximately \$350 million, including:

- \$322 million in capital and start-up costs
- \$13.6 million annually in operating costs
- \$11 million annually in additional rent supplements

Based on previous funding programs, the municipality could be expected to provide up to 30% of capital costs. The most recent federal budget announcement has included commitments towards housing, though program guidelines have not yet been released.

Despite continued advocacy provincially towards operating costs for supportive and transitional housing, there are no funding programs at this time to support additional costs.

1. Pillar 1 - Homelessness is Rare (Prevention)

Ensuring homelessness is rare means that people have access to what they need to remain housed, including the ability to access housing that is affordable and the ability to receive the appropriate supports when an emergency occurs.

Recommendations include the development of deep-core and affordable housing with additional strategies to increase housing affordability. The development of supportive and affordable housing requires funding from all of three level of government.

The following are initiatives that the municipality could initiate immediately subject to an annual municipal investment of \$300,000. These initiatives include; expansion to the current Community Homelessness Prevention Initiative (CHPI) program guidelines (\$200,000/year); establishing a rent bank program (\$100,000/year); an internal policy review of relevant services to ensure alignment across programs; developing a housing loss prevention strategy; establishing a partnership with the Community Legal Clinic to support eviction prevention; developing a communications strategy to address NIMBY-ism (Not-in-my-backyard) and strengthening partnerships with provincial systems. The municipal lead initiatives will have positive impacts on the vulnerable population within a year of implementation. Provincial advocacy is required to increase social assistance rates, and changes to rent-supplement regulations.

The estimated costs within this pillar through federal, provincial and municipal investments are estimated to be \$280 million in capital costs and an additional \$10.7 million annually in operating costs. The municipality can expect to fund up to 30% of capital costs associated with supportive and transitional housing programs with continued advocacy from upper levels of government to fund remaining capital and operating costs to recognize substantial impact by 2030.

2. Pillar 2 - Homelessness is Brief (Rapid Re-Housing/Diversion)

When someone is experiencing homelessness, it should be for as little time as possible. People who are new to homelessness are identified and supported back into housing within a short period of time.

Recommendations under this pillar include transitioning to a 24-hour emergency shelter/transitional housing model and establishing additional support programs, all of which will require an “all of government” funding approach. Municipal lead initiatives include the establishment of a formalized rapid re-housing program which could be achieved through repurposing of existing funding. The establishment of an identification bank would be subject to a formalized agreement with the Legal Aid Clinic. The municipal lead initiatives will have positive impacts on the vulnerable population within a year of implementation.

With respect to funding for transitional programs mentioned above, there are currently no funding programs available to support additional operating costs associated with these programs. Continued advocacy will be required to upper levels of government to achieve these recommendations by 2030.

3. Pillar 3 - Homelessness is Non-Recurring (Supportive Housing and Wrap-Around Services)

For homelessness to be non-recurring, people who experience homelessness require access to housing with

supports that meets their needs. People should not experience multiple episodes of homelessness (i.e., individuals who are housed following an experience of homelessness should be supported to avoid returning to homelessness).

Recommendations within this pillar include investments in additional supportive housing programs including programs for priority populations; converting emergency shelter programs to transitional housing; and strengthening community engagement in social housing programs.

The estimated costs within this pillar through federal, provincial and municipal investments are estimated to be \$42.8 million in capital costs and an additional \$14.04 million annually in operating costs for support services. The municipality can expect to fund up to 30% of capital costs associated with supportive and transitional housing programs with continued advocacy from upper levels of government to fund remaining capital and operating costs.

4. Pillar 4 – System Level Recommendations

Recommendations to strengthen the existing system of services including the establishment of a Health, Homelessness, Housing Planning and Operations Table, increasing trauma-informed approaches within the provision of support services, the development of a workforce strategy and an Advisory Group for people with lived experience of homelessness, and the development of strategies to support the healing and well-being of Indigenous peoples experiencing homelessness and those at-risk.

Recommended strategies within this pillar have minor costs associated and can be completed with existing resources led by the Community Development department.

Next Steps

Staff will follow Council's direction regarding the recommendations in this report and an associated financial plan for the 2025 budget. Progress reports will be presented semi-annually to the Community Services Committee beginning in fall 2024 to establish baseline metrics. These reports will also inform Council on system trends and the timing of future investments.

As per the multi-year budget policy, adjustments can be made in the re-adoption years of a multi-year budget. Business cases described in this report would reflect "new or changed council direction" and be considered for inclusion in the 2025 Budget. These are anticipated to be presented to Committee in fall 2024.

Resources Cited

Roadmap to End Homelessness by 2030 – Appendix 1

Appendix A – Roadmap Recommendations

Appendix B – Committees and Collaboration

Appendix C – Greater Sudbury Function Zero 2030 Plan Consultation Conclusions January 15 and 16 2024

Appendix D – Think Big Act Together Recommendations

Appendix E – Roadmap Logic Model

Resolution CC2023-239 – Request for Strategy to End Homelessness in Greater Sudbury by 2030.

<https://pub-greatersudbury.escribemeetings.com/FileStream.ashx?DocumentId=51193>

School of Social Work and Public Policy (2022). Key Elements in Homelessness Strategies to End Homelessness by 2030: A Discussion Paper. Available here: https://housingfirsteurope.eu/wp-content/uploads/2022/10/mlc-homelessness-discussion-paper_final_2022.pdf

Waterloo Region (2024). Navigating Complexity Together – A Roadmap to Functional Zero by 2030. [The Plan to End Chronic Homelessness](#)