Agenda – Executive Policy Committee – October 20, 2021

REPORTS

Item No. 3 Mobile Outreach Support – Main Street Project and St. Boniface Street Links

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That this report be received as information.

2. That Main Street Project and St. Boniface Street Links be required to report back, through the Winnipeg Public Service, to the Executive Policy Committee in time for its February 2022 meeting with a written report that includes, but is not limited to, information on the nature, frequency, time and location of support provided to vulnerable residents by their mobile outreach support service for the period from September 1, 2021 to December 3, 2021.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the foregoing.

DECISION MAKING HISTORY:

COUNCIL DECISION:

On June 24, 2021, Council concurred in the recommendation of the Executive Policy Committee, as amended, and adopted the following:

1. That a grant in 2021 be approved to Main Street Project Inc. in the amount of $268,683 and to St. Boniface Street Links in the amount of $134,341, for mobile outreach support services beginning April 1, 2021 funded from one-time 2021 temporary salary and benefit savings in the Community Services Department, due to Public Health Order mandates to close recreation and library facilities.

2. That requests for funding to support 24-hour outreach operations in 2022 and each year thereafter be referred to the 2022 – 2025 operating budget process.

3. That the City enter into, execute and deliver a grant agreement with Main Street Project Inc. and St. Boniface Street Links that outlines key service objectives, data collection requirements and performance indicators, and such other agreements as determined necessary by the Director of Legal Services and City Solicitor to implement the intent of the foregoing (the "Ancillary Agreements").

4. That as a condition of a grant agreement, Main Street Project and St. Boniface Street Links be required to report back, through the Winnipeg Public Service, to the Executive Policy Committee in time for its October 21, 2021 scheduled meeting with a written report that includes but is not limited to information on the nature, frequency, time and location of support provided to vulnerable residents by their mobile outreach support service.

5. That the Winnipeg Public Service be directed to provide a copy of the report to the Province of Manitoba.

6. That authority be delegated to the Chief Financial Officer to negotiate and approve the terms and conditions of the grant agreement and the Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the Director of Legal Services and City Solicitor to protect the interests of the City.

7. That if the funding required is not available for the total funds necessary by the funding source provided for in Recommendation 1, that the remaining funding be drawn from the Fiscal Stabilization Fund or the General Revenue Fund.

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued:)

8. That St. Boniface Street Links be designated as mobile outreach support agency for the City east of the Red River.

9. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: Mobile Outreach Support – Main Street Project and St. Boniface Street Links

Critical Path: Executive Policy Committee

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Brens	C. Fernandes	N/A	M. Jack

EXECUTIVE SUMMARY

On June 24, 2021, Council directed the Public Service to enter into, execute and deliver grant agreements with Main Street Project (MSP) and St. Boniface Street Links (SBSL) to provide mobile outreach support services for the period of April 1, 2021 to December 31, 2021.

This report provides an update on the outcomes of mobile outreach services provided by MSP and SBSL for the period of April 1 to August 31, 2021. The body of this report is divided into 3 sections. The first section provides background information related to the development and implementation of the above noted grants to both agencies. The second section presents and reviews activity data collected by MSP and SBSL, and highlights key outcomes during the reporting period. The third section provides information on next steps and concludes the report.

RECOMMENDATIONS

1. That this report be received as information.

2. That Main Street Project and St. Boniface Street Links be required to report back, through the Winnipeg Public Service, to the Executive Policy Committee in time for its February 2022 meeting with a written report that includes, but is not limited to, information on the nature, frequency, time and location of support provided to vulnerable residents by their mobile outreach support service for the period from September 1, 2021 to December 3, 2021.

3. That the proper officers of the City be authorized to do all things necessary to implement the forgoing.

REASON FOR THE REPORT

On June 24, 2021 Council directed that as a condition of a grant agreement, Main Street Project and St. Boniface Street Links be required to report back, through the Winnipeg Public Service, to the Executive Policy Committee in time for its October 21, 2021 scheduled meeting with a

written report that includes but is not limited to information on the nature, frequency, time and location of support provided to vulnerable residents by their mobile outreach support service.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications in receiving this report as information. The Public Service will report back in 2022 for the period from September 1, 2021 to December 3, 2021.

HISTORY/DISCUSSION

Background and Context

On June 24, 2021 Council directed the Public Service to enter into, execute and deliver grant agreements with MSP and SBSL to provide mobile outreach support services in 2021. As part of this disposition, Council also requested that MSP and SBSL, through the Winnipeg Public service, report back to EPC in time for its October, 2021 scheduled meeting with a written report that includes the nature, frequency, time and location of support provided to vulnerable residents by their mobile outreach service.

To support the above, in early July, representatives from the Community Development Division, in the Department of Community Services, initiated a series of meetings with MSP and SBSL to identify and discuss grant development, reporting criteria, service areas, implementation dates, and other aspects of service planning impacted by this new funding. Meetings between the public service and both agencies continued through the summer, after which grant agreements were finalized with both agencies in early September. The June 24, 2021 Council disposition indicated that the funding was to support outreach services beginning April 1, 2021, therefore funding and reporting requirements outlined in the grant agreements were made retroactive to April 1, 2021.

Through discussions with the service providers, it was identified that MSP would service areas west of the Red River, while SBSL would service those areas east of the river - specifically North Kildonan, Elmwood East Kildonan, St. Boniface, Transcona, St. Vital, and St. Norbert – Seine River. It is important to note however, MSP still maintains a city-wide capacity and function, with both agencies agreeing to support one another should either require additional capacity.

In the summer of 2021, representatives from 311 and the Community Development Division also met directly with the leadership of SBSL to identify how SBSL could be incorporated into the City's 311 Non-Emergent Encampment Support Process. As outlined in the Public Service's report to Council on June 24, 2021, entitled *Interim Strategy: Mobile Outreach Support*, MSP is already incorporated into the Non-Emergent Encampment Support Process. As part of that process, individuals who encounter an encampment or an individual sleeping unsheltered can contact 311 and, if appropriate, they will be diverted to the outreach service provider ("OSP") identified by the City as the first point of contact. The OSP will send outreach workers to attend the locations identified in the calls to assess and connect individuals with appropriate supports and services. Emergency calls are directed to 911 so that appropriate first responders can attend. At this time, only MSP and SBSL have been identified as a first point of contact, however, SBSL was only formally added to this process on September 1, 2021.

As outlined in the June 24, 2021 Council disposition, the funding agreements with both agencies were to include data collection requirements and performance indicators. As 2021 is the first year that this service has been initiated, data collected between April and December will form a baseline for performance indicators should this service continue. To develop meaningful and appropriate indicators, representatives from the Public Service met with staff from MSP and SBSL to review and develop an activity reporting tool (Attachment 1). The tool tracks information related to service interactions and includes data including: time of day, location, location type, basic demographic information, resources and services provided, and the OSP call-out referral source. To satisfy the requirements of the disposition of Council, both agencies were asked to submit two reports using this template. The first for the period of April 1 to July 31 2021, and a second from August 1 to December 31, 2021. The first reporting period was selected to align with the October meeting of EPC, while the second period will capture activity data from August to December. The following section of the report presents and reviews key highlights from the data collected for the period of April 1 to July 31, 2021.

Activity Reporting

In September 2021, both SBSL and MSP submitted their activity reporting to the Public Service utilizing the reporting tool. The tool allows for the inclusion of both qualitative and quantitative information. As described above, the quantitative data includes information on time of day, location, location type, basic demographic information, resources and services provided, and the OSP call-out referral source. The tool also includes a free text area to outline successes or challenges experienced during the reporting period. The information in the report is recorded monthly, but submitted to the City twice during the nine-month implementation of this initiative.

Highlights: April – July 2021

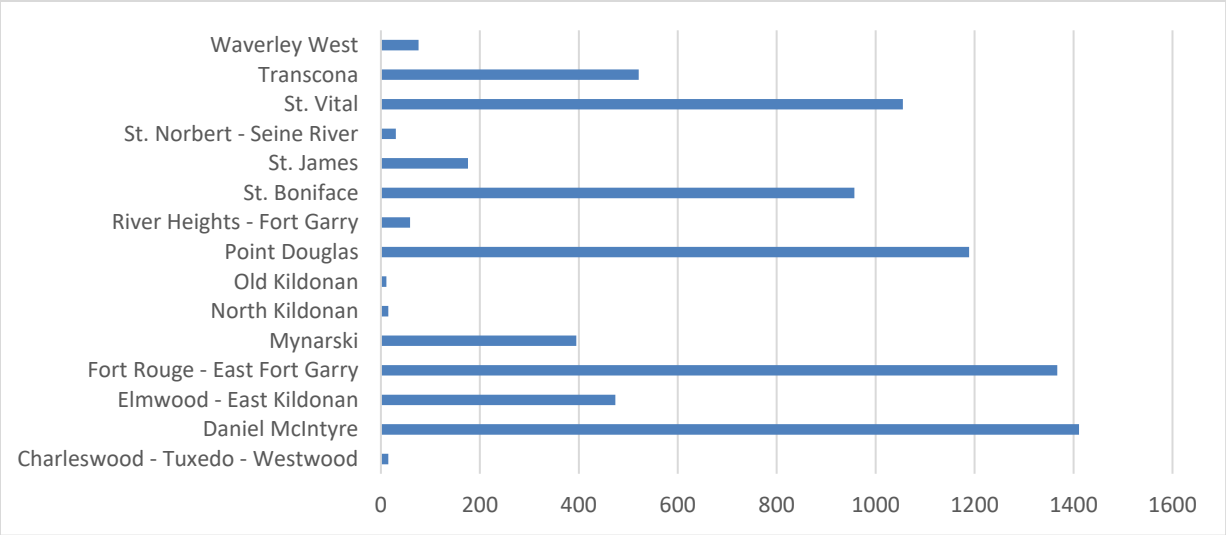
Quantitative Data
Prior to discussing the outcomes identified in the reporting tool, it is important to highlight the limitations of the data collection model. Due to the timelines required to create the reporting process, available technology to record information, and the need to capture comparable information across two separate agencies, the data provided here is not intended to represent a comprehensive analysis of all services provided by both agencies, nor is it reflective of the total number of people experiencing homelessness in Winnipeg. Instead, this reporting captures information recorded by front-line staff during their interactions with the individuals that they serve. In this way, the information is subjective, and valid only to the extent that is intended to provide insight in the volume, location, and types of services provided in the community. In addition, as this is the first time this data was collected, additional work is required by the Public Service, in collaboration with MSP and SBSL, to further refine and evolve the data reporting process. For the purposes of this report, only the quantitative data is included as an attachment.

Both agencies were successful in retroactively capturing quantitative data related to their operations for the period of April 1 to July 31, 2021 (Attachments 2 and 3). When reviewed together, between April and July, MSP and SBSL collectively reported 27,776 interactions with individuals requiring outreach support services. Of these, 62% were identified as male, 37% were identified as female, and roughly 1% as unknown. Although it is often difficult to identify the age of the individual being served, out of those individuals that outreach staff recorded an age for, the majority (89%) were adults between the ages of 30-55. In terms of resources provided during each interaction, harm reduction supplies, water, and food were identified as the top three resources provided. With regard to overall services provided, both agencies identified wellness checks as the primary service type, with transportation to shelters or another

safe space as the second most frequent service type. Of those locations recorded during interactions, 34% were identified as encampments, 17% were identified as transit shelters, and nearly 50% of interactions took place outside of either an encampment or a transit shelter. During the reporting period, over 43% of all calls/referrals to outreach services came from 311, 27% of calls originated with the Winnipeg Fire and Paramedic Service (WFPS), 3% from the Winnipeg Police Service (WPS) and the remaining calls from other sources. It is important to note however, during the reporting period, all calls originating from 311 were only being directed to MSP. As indicated above, it was not until after the June 2021 Council decision that the Public Service worked with SBSL to incorporate the agency into the City's 311 Non-Emergent Encampment Support Process. As of September 1, 2021, SBSL started to receive calls as part of this process.

In terms of information related to location and time of day, both indicators require further review to ensure that they are captured and recorded accurately. At the time of writing this report, data related to the time of day was not available. This information will be made available for the second reporting period of this initiative. Data related to location was recorded, however variations in the data collection method, and challenges with capturing a complete address or intersection, made the analysis and comparison of information challenging. As a result, a proportion of the interactions were excluded from this part of the reporting. The information that was recorded is included in Figure 1 below. Based on this information, the Daniel McIntyre, Fort Rouge-East Fort Garry, Point Douglas, St. Vital, and St. Boniface Wards represent the top five areas of service. It is important to note that although location data was not included in Appendix 2, this information was provided separately to the Public Service. More detailed information on service location will be made available through the second reporting period.

Figure 1: Mobile Outreach Interactions by Ward: April 1 to July 31, 2021.



Qualitative Data

For each month during the reporting period both agencies provided qualitative information related to the services provided. In their reports, both agencies identified the importance and role of new and ongoing partnerships with the City, other community-based organizations, the Province of Manitoba, and local businesses. For example, MSP identified working closely with the WFPS to provide fire safety education to encampment residents across the city, as well as working with Keewatinohk Inniniw Minoayawin Inc. and Aboriginal Health and Wellness to provide COVID19 vaccinations to hundreds of individuals in encampments. SBSL identified

working closely with the Province of Manitoba to support the transition of individuals into new housing opportunities, as well as working with community partners such as Ghost Garbage to facilitate mindful cleanups.

In addition to these highlights, both agencies identified specific instances where the intervention of their services provided critical support to residents. For example, in one instance in May, the MSP mobile outreach van stopped to support a young child who was alone walking in traffic. MSP staff waited with the child until Winnipeg Police Services attended. In another instance in July, the MSP outreach team supported a transgendered woman who was homeless for the first time with few supports. Staff provided information to the individual and connected them with key community agencies such as Nine Circles and Sunshine House. Similarly, SBSL identified in their report how they leverage an intensive case management approach to develop strong and ongoing relationships with the individuals that they serve. In many cases this led to successful interventions that included safe transportation to a shelter or the residence of a family member or friend. SBSL also identified a unique approach taken during an encampment clean-up where residents of the encampment were paid an honorarium to help with cleaning, supporting the dignity of the residents during this initiative.

When reviewing the information provided by both agencies, two common themes emerged that are important to highlight. First, both agencies identify providing and supporting individuals experiencing an overdose with naloxone. This also aligns with the high number of harm reduction supplies allocated by outreach teams. Second, both agencies reported that they successfully housed individuals during the reporting period. Based on the information provided, it is estimated that nearly 30 individuals were housed from April to July between both agencies.

Next Steps and Discussion

In reviewing the attached reporting from both agencies, and based on the information noted above, there is an ongoing need for mobile outreach services in Winnipeg. It is important to reiterate however, funding for this service in 2021 resulted from one-time temporary salary and benefit savings due to the closure of City recreation, aquatic and library facilities during the COVID19 Pandemic. Council has deferred requests for funding to support outreach operations in 2022 and each year thereafter to the 2022-2025 operating budget process, as such, funding for mobile outreach services have not been confirmed for January 2022 forward.

In considering the need for continued outreach services, it is also important to identify the larger social context within which this service exists. Winnipeg is facing significant challenges related to poverty and homelessness. Data collected from the 2016 Federal Census and from the 2018 Winnipeg Street Census, shows that:

- 13% of Winnipeg residents live in poverty (over 90,000 people), with 1 in 4 Indigenous (28%) and Newcomer (27%) residents experiencing poverty.
- Winnipeg has double the national average of child poverty, with poverty affecting over 1/3 of all Indigenous and Newcomer children.
- The 2018 Street Census reached 1,519 individuals experiencing homelessness in Winnipeg, and due to the pandemic, it is expected that this number has increased.
- 66% of people experiencing homelessness are Indigenous.

This data is further supported by several recent reports submitted by the Public Service to Committees and Council. A selection of these reports include: the April 2019 report to EPC on Poverty Reduction in Winnipeg; the July 2020 Housing Needs Assessment provided to the Standing Policy Committee on Property and Development, Heritage and Downtown

Development; the September 2020 report to the Standing Policy Committee on Protection, Community Services and Parks on the Current State of Residents Living in Encampments; and the forthcoming Poverty Reduction Strategy. Taken together the above noted reports, census data, and the outcomes from the first four months of the Mobile Outreach Support Service, confirm that the issues of poverty and homelessness remain and are expected to worsen over time.

It is within this context that the need for mobile outreach services is expected to remain and increase in the coming years. However, the mobile outreach services described in this report will not resolve or significantly reduce homelessness or poverty, rather, this service is a management tool intended to support individuals experiencing unsheltered homelessness. Long-term solutions such as those outlined in the recommendations of the 2020 Kíkininaw Óma Strategy to Support Unsheltered Winnipeggers, and the recommendations outlined in the City's forthcoming 10-Year Poverty Reduction Strategy, represent practical and concrete steps that can be taken to actively address the root causes of unsheltered homelessness. Both strategies provide a road map for the City to lead and collaborate with other levels of government and the community to address poverty and homelessness. Without these actions the need for mobile outreach support services will continue beyond 2021 and into the future.

FINANCIAL IMPACT

Financial Impact Statement **Date:** September 29, 2021

Project Name:

Mobile Outreach Support – Main Street Project and St. Boniface Street Links

COMMENTS:

There is no financial implication resulting from the recommendation to receive the report as information.

Original signed by K. Lemoine
Kelly Lemoine, CPA, CA
Manager, Finance and Administrative Services
Community Services Department

CONSULTATION

n/a

OURWINNIPEG POLICY ALIGNMENT

- Theme 3-1 - Opportunity:
  - Direction 3: Work with community partners to foster an inclusive and equitable community.
  - Direction 4: Work within municipal service areas as a collaborator on poverty reduction.

- Theme 01-2a - Collaborate to Make Safe Communities -
  - Direction 6: Take a broad-scaled, complete and collaborative approach to crime prevention.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

n/a

SUBMITTED BY

Department: Community Services
Division: Community Development
Prepared by: Chris Brens, Karen Glugosh
Date: September 29, 2021
File No: CMS-2021-12

Attachments:

Attachment 1: Blank Activity Reporting Tool

Attachment 2: MSP Mobile Outreach Activity Report April – July 2021

Attachment 3: SBSL Mobile Outreach Activity Report April – July 2021