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**Item No.12.2.1**  
**Audit & Finance Standing Committee**  
**September 18, 2019**

**TO:** Chair and Members of Audit and Finance Standing Committee

**SUBMITTED BY:** Original signed by  
John Traves Q.C., Director, Legal, Insurance and Risk Management

Original signed by  
Jacques Dubé, Chief Administrative Officer

**DATE:** August 29, 2019

**SUBJECT:** Navigator Street Outreach Program – Bridge Funding

**ORIGIN**

- Resolution of Regional Council dated August 13, 2019, that Halifax Regional Council request a staff report on continuing the partnership with the Downtown Dartmouth and North End Business Improvement Districts for a street navigator program through multi-year funding in the amount of \$60,000 per year during the 2019-2022 period. Report to return to Council prior to the program running out of funding on November 22.<sup>1</sup>
- Letter dated July 30, 2019 from the Downtown Dartmouth Business Commission and the North End Business Commission requesting a municipal contribution of sixty thousand dollars (\$60,000) per year over three fiscal years (2019-2022). See Attachment 1.

**LEGISLATIVE AUTHORITY**

*HRM Charter, S.N.S 2008, c.39*  
*Section 79A*

(1) Subject to subsections (2) to (4), the Municipality may only spend money for municipal purposes if (a) the expenditure is included in the Municipality's operating budget or capital budget or is otherwise authorized by the Municipality; ...

(2) The Municipality may expend money provided for in an operating budget or capital budget for a purpose other than that set out in the operating budget or capital budget for that fiscal year if

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<sup>1</sup> See [Item No. 15.5.1 Halifax Regional Council August 13, 2019](#).

the expenditure does not affect the total of the amounts estimated for the operating budget and the capital budget.

*Audit and Finance Standing Committee Terms of Reference*

8. The Audit and Finance Standing Committee shall review and make recommendations on proposals coming to the Council outside the annual budget or tender process including: ... (c) proposed changes in any operating or project budget items;

**RECOMMENDATION**

It is recommended that the Audit & Finance Committee recommend that Halifax Regional Council

1. Approve a grant of \$20,000 to the Downtown Dartmouth Business Commission and North End Business Association for the Navigator Street Outreach Program for fiscal year 2019/2020 to be funded from M310 – 6919.
2. Authorize the Mayor and Municipal Clerk to execute a Grant Agreement between the Downtown Dartmouth Business Commission, the North End Business Association and Halifax Regional Municipality, with terms and conditions acceptable to the Chief Administrative Officer and subject to review and approval as to form and authority by Legal Services.
3. Direct staff to return to Council, on or before February 1, 2020, with a Navigator Street Outreach Program report to permit further consideration of the multi-year (\$60,000 per annum) funding request for fiscal years 2020/2021 and 2021/2022.

**BACKGROUND**

**Navigator Program Origins and Overview**

The Navigator Street Outreach program (NSOP) is a proactive, positive lifeline for individuals who struggle with securing and maintaining housing and employment due to addictions, mental health issues and homelessness. NSOP works on the street, as opposed to within the shelter system. NSOP supports unsheltered street involved and homeless individuals who are unwilling or unable to access provincially-funded support persons that work out of Halifax's shelters.

**Historical municipal funding of NSOP**

From 2011-12 to 2014-15, HRM provided between \$34K and \$39K in annual funding to NSOP through its Business Improvement Contribution Fund.<sup>2</sup> In October of 2017, Regional Council approved an annual grant of \$45,000 to Downtown Halifax Business Commission and the Spring Garden Area Business Association for NSOP for fiscal years 2017/2018, 2018/2019 and 2019/2020 (subject to budget approval).<sup>3</sup> In July of 2018, Regional Council approved a grant of \$25,000 to the North End Business Association and the Downtown Dartmouth Business Commission to establish a NSOP pilot initiative for fiscal year 2018/2019. In 2018/2019 NEBA and DDBC were jointly awarded a \$50,000 Building Vibrant Communities (BVC) grant by the Province in support of the NSOP pilot initiative.<sup>4</sup>

<sup>2</sup> NSOP funding of \$34k in 2011/12; \$34k in 2012/13; \$37k in 2013/14 and \$39k in 2014/15.

<sup>3</sup> See [Item 14.1.4 Halifax Regional Council Minutes October 17, 2017](#) and [Item 14.1.4 Halifax Regional Council October 17, 2017](#).

<sup>4</sup> The BVC grants program is part of the provincial government's four-year \$20-million poverty reduction initiative. Municipalities, post-secondary institutions, non-profits, and other groups may submit project proposals to address poverty and improve the lives of low-income Nova Scotians.

## **DISCUSSION**

### **Intended Use of Funds**

Downtown Dartmouth Business Commission and North End Business Association are requesting a NSOP contribution in the amount of sixty thousand dollars (\$60,000) to be provided in the 2019/2020, 2020/2021 and 2021/2022 fiscal years. The requested municipal grant would be used to fund work with street involved and homeless individuals. Funding would also facilitate training and education for the business community and help connect public agencies and not for profit organizations with people on the street.

### **Mid-Term Report and Budget**

NSOP staff have produced a mid-term report detailing activities undertaken between December of 2018 and June of 2019 (see Attachment 2). A draft budget outlining anticipated NSOP revenues and expenditures has been provided for fiscal 2019/2020 (see Attachment 3). This draft budget proposes a \$60,000 municipal contribution, a \$19,000 NEBA contribution and a \$15,000 DDBC contribution.

### **Building Vibrant Communities Grants (BVC) 2019/2020**

As of the writing of this report, the Nova Scotia Department of Communities, Culture, and Heritage (CCH) has not finalized its 2019/2020 Building Vibrant Communities (BVC) grants program. Guidelines and applications will be posted in the Fall of 2019. Provincial staff have confirmed that multi-year funding is permitted under the BVC grant program, however, the applicant must modify the project (based on pilot-year findings and operational insights). NEBA and DDBC have indicated that they intend to apply to the Province for a grant to support NSOP in fiscal 2019/2020.

### **Bridge funding**

In fiscal 2018/2019, NEBA and DDBC secured \$75,000 in combined provincial and municipal funding for the NSOP pilot. Together with the business districts' combined contribution of \$15,000, these funds cover NSOP operational costs for the period between December 22<sup>nd</sup> of 2018 and November 22<sup>nd</sup> of 2019. Staff recommend that four months of bridge funding be provided to support the operation of the NSOP pilot project from November 30<sup>th</sup> of 2019 until March 31<sup>st</sup> of 2020. Bridging funds would accomplish the following:

- (a) ensure continuity of service to the street involved and homeless population in north end Halifax and downtown Dartmouth;
- (b) allow for submission of NSOP grant applications to the provincial and/or federal government;
- (c) bring the end date of the project funding period into line with the municipality's fiscal year end;
- (d) permit consideration of the multi-year funding NSOP request in the context of the discussion and approval of the municipal operating and capital budget and tax rates for fiscal 2020/2021

Based on the provided draft budget, staff have calculated NSOP operational costs to be approximately \$7,800 per month. Calculated over the recommended four-month bridging period, this would amount to \$31,200. Given the proportional municipal funding share set out in the draft budget (i.e. 63.8% of the \$94,000 total budget), staff recommend that HRM contribute 63.8% of the \$31,200 required for the bridging period. This would represent a four-month municipal contribution of approximately \$20,000. Staff note that the municipal commitment could be used to leverage additional NSOP funding (either under the BVC grant program or other sources of governmental funding).

### **Contribution Agreement**

If Regional Council approves NSOP bridge funding for fiscal 2019/2020, staff recommend that the grant be made in accordance with a Grant Agreement which would set out the terms and conditions governing a municipal contribution, including value of grant, scope of work and reporting expectations.

### **FINANCIAL IMPLICATIONS**

Funding is available in M310 – 6919 for the 2019/20 \$20,000 grant request. The request for funding in future years will be considered as part of the 2020/21 operating budget deliberations.

### **RISK CONSIDERATION**

There are minimal risks associated with the recommendations contained in this report. In supporting the north end/downtown Dartmouth street outreach program, there is a risk that other orders of government will not match HRM's commitment. However, this risk is mitigated by limiting the commitment to a bridging period and allowing discussion of the multi-year funding request in the context of the 2020/2021 municipal budget process

### **COMMUNITY ENGAGEMENT**

Consultations were conducted with Business Improvement Districts, the Nova Scotia Health Authority, the Public Good Society and Mobile Outreach Street Health (MOSH) during the preparation of the prior NSOP pilot project report in July of 2018.<sup>5</sup>

### **ENVIRONMENTAL IMPLICATIONS**

No environmental implications identified.

### **ALTERNATIVES**

1. Regional Council could approve a multi-year annual grant, subject to annual budget approval for fiscal 2019/2020, 2020/2021 and 2021/2022.
2. Regional Council could approve a one-time grant for fiscal 2019/2020.
3. Regional Council could decline to provide a grant.

### **ATTACHMENTS**

- Attachment 1 Letter from Downtown Dartmouth Business Commission (DDBC) and North End Business Association (NEBA) requesting multi-year municipal contribution to NSOP.
- Attachment 2 North end and downtown Dartmouth NSOP Mid-Term Report
- Attachment 3 North end and downtown Dartmouth NSOP budget (fiscal 2019-2020)

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A copy of this report can be obtained online at [halifax.ca](http://halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Scott Sheffield, Government Relations and External Affairs 902.490.3941.

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<sup>5</sup> See [Item No.14.1.10 Halifax Regional Council July 31, 2018](#).

**ATTACHMENT 1**

Letter from DDBC and NEBA  
requesting multi-year municipal contribution to NSOP

July 8, 2019

Mayor Michael Savage  
Halifax Regional Municipality  
PO Box 1749  
Halifax, NS B3J 3A5

Dear Mayor Savage and Halifax Regional Municipality Councilors,

The Downtown Dartmouth Business Commission (DDBC) and the North End Business Association (NEBA) are requesting that the Halifax Regional Municipality support a shared Dartmouth/ North End Navigator Street Outreach Program (NSOP) for \$60,000 per year for each of the next three years 2019-2022. This funding would be pooled with funding from the business community.

Our districts have significant populations of street involved, homeless or precariously housed individuals that sometimes have difficulties accessing necessary services.

The attached report outlines the successes of the program over the past year. The DDBC/NEBA Navigator Street Outreach Program does not duplicate existing services offered by a variety of public agencies and not for profit organizations but connects them in a real way with people on the street in our districts. The outreach program has also facilitated training and education for the business community to assist in resolving potential issues in a positive manner with street involved individuals.

The Navigator program has demonstrated results in North End Halifax and Downtown Dartmouth mirroring the success in Downtown Halifax and on Spring Garden Road and similar programs that exist in cities across North America. We feel that this proposal will address a need in our communities and assist in advancing Halifax's Poverty Reduction Strategy.

Halifax Regional Municipality's financial support for the proposal will make it sustainable.

Respectfully Submitted,

*ORIGINAL SIGNED*

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**n<sup>o</sup>rthend**



## ATTACHMENT 2

### The North End/Downtown Dartmouth Navigator Street Outreach Program Mid-Term Report (December 2018-June 2019)

#### OVERVIEW:

The North End/Downtown Dartmouth Navigator Street Outreach Program (NSOP) was founded on a belief that individuals who are facing challenges should have equal access to community services. By engaging with individuals who are homeless or street-involved, the NSOP looks to provide support through this challenging time in their life.

A significant role of the NSOP is to be an advocate for these individuals and meet them where they are at in the moment. NSOP seeks to encourage and support individuals and to cultivate their true potential as engaged and healthy members of the community.

NSOP offers support to secure employment, find sustainable housing solutions, prevent eviction, purchase medication, obtain addictions and/or mental health services, provide financial assistance with utility arrears, address food security, acquire essential/adequate clothing, provide transportation, connect with education institutions, obtain valid/mandatory identification, assist with relocation. Referrals are also made to the appropriate community services department.

#### PARTNERSHIPS:

NSOP and initiative of the North End Business Association and Downtown Dartmouth Business Commission. It works in collaboration with the greater Halifax community of agencies and organizations with the aim of creating long-term solutions to the challenges faced by those NSOP serves. Organizations which NSOP has worked with include:

Dartmouth Non-Profit Housing  
Margaret's House  
Metro Turning Point  
North End Community Health Centre  
Salvation Army

Mainline  
Metro Regional Housing Authority  
Mi'kmaw Native Friendship Centre  
North End Memorial Public Library

#### SERVICES PROVIDED:

From December 2018 to June 2019 the NSOP has connected with 275 individuals in North End Halifax and Downtown Dartmouth. Whether it was engaging folks in a conversation, guiding them in a direction that could best serve their needs, or following up to ensure a successful connection was made, below is a summary of the people connected with and the supports provided.

**(A) People Reached**

<b>Category</b>	<b>Clients (interactions)</b>
Male	145
Female	53
Senior's	31
Youth (16-24)	46

**(B) Client Services Provided**

NSOP has played a significant role in helping individuals obtain housing, eviction prevention, paying damage deposits, paying for medication, assist with residential moves, helped with obtaining employment, provided transportation fare, paid utility arrears and community services.

Housing	7
Employment	14
Eviction Prevention	14
Damage Deposit	7
Apartment set up	4
Relocation	7
ID's	8
Food	21
Transportation (Bus)	180
Medication Support	4
Clothing	12
Addictions	7
Mental Health	5

(C) 7 Month NSOP Expenditure Tracking

	Dec 2018	Jan 2019	Feb 2019	Mar 2019	Apr 2019	May 2019	Jun 2019	End of June
<b>SERVICE</b>								
Transportation (Bus)	\$14.45	\$100.00	\$40.00	\$98.00	\$78.00	\$158.00	\$180.00	\$668.45
Coffee Vouchers		79.00	69.75	44.00	20.00	40.00	218.80	471.55
Clothing/boots		103.47					248.50	351.97
Phone/Bill			149.00			176.60	388.00	713.60
Identification				33.00	37.00			70.00
Food/ Vouchers	30.28	67.54	25.00	165.00	215.00	317.54	218.00	1,038.36
<b>SUBTOTAL</b>	<b>\$44.73</b>	<b>\$350.01</b>	<b>\$283.75</b>	<b>\$340.00</b>	<b>\$350.00</b>	<b>\$692.14</b>	<b>\$1,253</b>	<b>\$3,313.93</b>
<b>HOUSING</b>								
Expenditures								
Apartment Set up				91.99				91.99
Damage Deposit		125.00	100.00			200.00		425.00
Eviction Prevention		125.00	120.00	100.00	650.00	370.00	650.00	2,015.00
Power Arrears				100.00	225.00		328.50	653.50
Relocation/Movers		28.81	100.00	49.32	100.00	180.00	335.00	793.13
Mental Health								0.00
Medication Support		100.00		26.00	112.42		63.00	301.42
Addiction Support								0.00
<b>SUBTOTAL</b>	<b>\$0.00</b>	<b>\$378.81</b>	<b>\$320.00</b>	<b>\$367.31</b>	<b>\$1,087.42</b>	<b>\$750.00</b>	<b>\$1,376.50</b>	<b>\$4,280.04</b>
<b>COMMUNITY ENGAGEMENT &amp; SUPPORT</b>								
Healthy Bags							2,536.65	2,536.65
Training Naloxone							536.47	536.47
North End Is Listening					389.00			389.00
Dartmouth Is Listening				874.25				874.25
<b>SUBTOTAL</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$874.25</b>	<b>\$389.00</b>	<b>\$0.00</b>	<b>\$3,073.12</b>	<b>\$4,336.37</b>
<b>TOTAL</b>								<b>\$11,930.34</b>



\* Expense tracking includes HST. Only 50% HST posted to NEBA journal entries where applicable.

#### **(D) Community Engagement:**

NSOP conducted two community workshops, North End is Listening and Downtown Dartmouth Is Listening. Both events were well attended (30+ participants). The topic of discussion was Mental Health, Addictions and Housing. Bringing the businesses and service providers together for this dialogue on these challenging issues facing North End and Downtown Dartmouth was very much appreciated and welcomed by those in attendance. The feedback NSOP received from these sessions.

- Need specific mental health & addiction training for employment service providers to better understanding and ability to help members with these barriers
- More access to mental health & addictions services needed
- Transition programming needs to be provided to people that are being released from prison
- Sharps containers in public and business washrooms
- Less barriers for youth needing to obtain mental health services
- Sensitivity training for business owners and staff to have better understanding of mental health and addictions
- Cultural sensitivity training for business owners to have more awareness of the African Nova Scotian Community
- Covered bus shelters
- Creative ways to effectively deal with panhandlers

#### **WORK PLAN (NEXT 6 MONTHS)**

Work will continue to enhance the relationships made with the business, agencies, organizations and the members within the community that need and can benefit from the service of the North End / Downtown Dartmouth NSOP. Specific deliverables over the next 6 months include:

- |   |          |
|---|----------|
| • Naloxone Training - North End Halifax & Dartmouth | June     |
| • Distribute "Healthy Bags" Resource Packages       | July-Aug |
| • North End Is Listening II                         | Sept     |
| • Downtown Dartmouth Is Listening II                | Sept     |
| • Final Report                                      | Oct      |
| • End Contract                                      | Nov      |

#### **SUCCESS STORY**

Success would typically be measured by the support the NSOP provides to people whether it's housing, preventing eviction, keeping their electricity on during the winter months, obtaining ID's, paying for medication, bill payment, food and transportation. But I truly feel it's more about the relationships that are cultivated and having people know that there is someone who will advocate on their behalf and help to eliminate some of the barriers that they face.

During one of my regular stops at the Salvation Army, I met an individual standing outside. We had a conversation which lead me to ask him to go for a coffee. Once we sat down he started to tell me

his story. He was just released from the Burnside Correctional facility and he wanted to get back on 'his feet'. Through the conversation I found out that he had no ID and he wanted to get his own place to live. Our first mission was to obtain ID which we did. We then moved on to our next goal, a place to live. With some hard work, this individual secured housing with financial help from NSOP (the damage deposit).

The program also helped him find a job. He calls me on a regular basis to let me know how he's doing and how thankful he is of the support from the NSOP.

This is one of many examples of how the NSOP has assisted in helping individuals navigate through these barriers.

**ATTACHMENT 3**

**North End and Downtown Dartmouth  
Navigator Street Outreach Program  
NSOP Budget (2019-2020)**

**Revenue**

Downtown Dartmouth Business Commission (DDBC)	\$15,000
North End Business Association (NEBA)	\$19,000
Halifax Municipality (Ad Hoc Contribution Request)	<u>\$60,000</u>
<b>Total Revenue</b>	<b>\$94,000</b>

**Expenditures**

Administration	\$9,000
Transportation (Clients)	\$2,000
Communications*	\$1,000
Salary and Employer Costs	\$62,000
Outreach Support	\$15,500
Education and Training**	<u>\$5,000</u>
<b>Total Expenditures</b>	<b>\$94,000</b>

\* Cell phone for the Navigator.

\*\* Delivery and tools for education programs aimed at building local community capacity (e.g. Mental Health First Aid)