



CITY OF YELLOWKNIFE

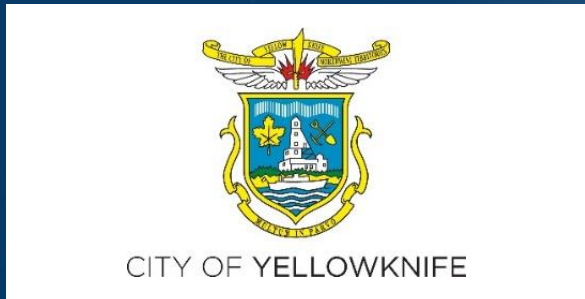
## GOVERNANCE AND PRIORITIES COMMITTEE AGENDA

Monday, October 28, 2024 at 12:05 p.m.

Chair: Mayor R. Alty,  
Councillor S. Arden-Smith,  
Councillor G. Cochrane,  
Councillor R. Fequet,  
Councillor B. Hendriksen,  
Councillor C. McGurk,  
Councillor T. McLennan,  
Councillor S. Payne, and  
Councillor R. Warburton.

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<b><u>Item</u></b>	<b><u>Description</u></b>
1.	Opening Statement: The City of Yellowknife acknowledges that we are located in Chief Drygeese territory. From time immemorial, it has been the traditional land of the Yellowknives Dene First Nation. We respect the histories, languages, and cultures of all other Indigenous Peoples including the North Slave Métis, and all First Nations, Métis, and Inuit whose presence continues to enrich our vibrant community.
2.	Approval of the agenda.
3.	Disclosure of conflict of interest and the general nature thereof.
ANNEX A	
4.	A presentation from Dunsky regarding Home Energy Retrofits Summary Report.
ANNEX B	
5.	A presentation from Triage Metrix regarding the Street Outreach Program Evaluation.



# Home Energy Finance Program Design

**Report to Governance and Priority Committee**

October 28, 2024





ACCELERATING THE CLEAN ENERGY TRANSITION



ANALYSIS + STRATEGY



BUILDINGS



MOBILITY



INDUSTRY



ENERGY



20 Years



60 Dedicated Professionals



800+ Projects across 32 States & Provinces

# Agenda

**1**

**Project Context**

**2**

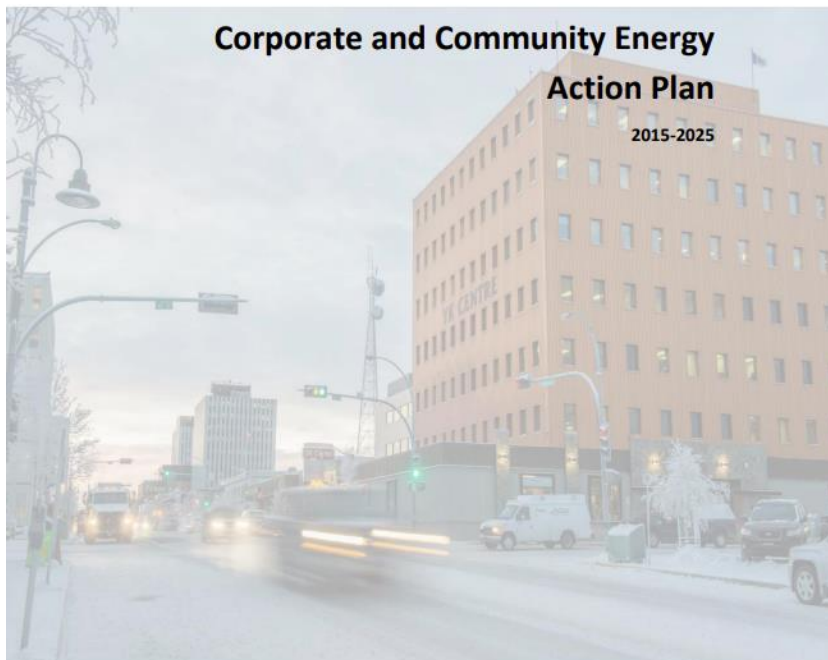
Program Design

**3**

Program Estimated Impact



CITY OF YELLOWKNIFE



## Community Energy Action Plan (CCEAP) goals:

- Reduce greenhouse gas (GHG) emissions by 30% by 2025 compared to 2009 levels
- Increase the share of renewable energy use from 18% to 30%.

# Introduction



## OPPORTUNITY: HOME ENERGY RETROFITS

- **Nearly 70% of the community's energy consumption is from heating buildings.**
- **~ 70% of dwellings are single-family homes; most are single-detached, or semi-detached**
- **Most homes were built over 30 years ago**
- **Most homes primarily use heating oil**

# Program Design

## Dunsky Energy + Climate Advisors was engaged to design a Home Energy Retrofit Finance program that:

- Leverages the local improvement charge (LIC) mechanism to expand access to financing
- Supports single-family homeowners to improve home efficiency, increase renewable energy use, and reduce GHG emissions
- Support economic development
- Considers Yellowknife's unique subarctic location

**The program design was supported by a Federation of Canadian Municipalities grant**



### Background Review

December 2021



### Landscape Assessment

March 2022



### Stakeholder Engagement

June - September 2022



### Program Design

September - December 2022



### Report

December 2022 - March 2024

Municipal strike in early 2023 and forest fire evacuation in Summer 2023 delayed finalizing the report



### Legal Review

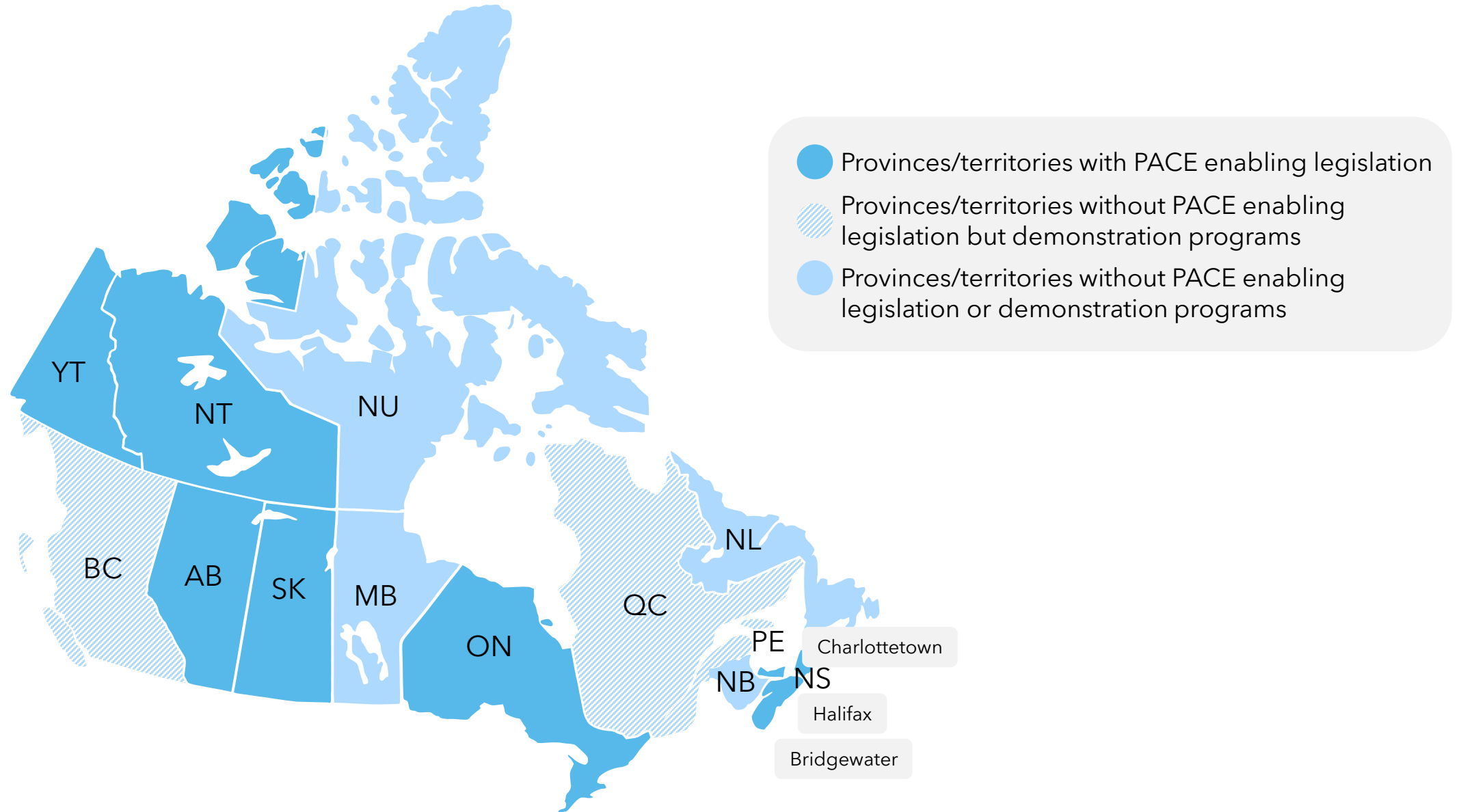
May - June 2024

# Rationale for Financing

- ✓ **NT legislation** allows for a LIC mechanism for home retrofits.
- ✓ **LIC is a key action** identified in the CCEAP to contribute to GHG emissions reductions and renewable energy use targets.
- ✓ **The community has expressed a need** for financial support to undertake home energy upgrades
- ✓ **City has experience** administering LICs
- ✓ **LICs can support attractive financing to homeowners**, including low interest rates, early repayment options, flexible underwriting, longer terms
- ✓ There is a supportive **energy efficiency ecosystem** to complement Yellowknife's efforts, create a favourable environment for home energy retrofits and the need for financing



# An overview of the evolving landscape in Canada



# Five key findings influenced the program design

## 5 KEY FINDINGS



Industry capacity is limited



Administrative capacity is constrained



Sustainable funding is needed



Homeowner experience multiple barriers and need support

## PROGRAM RECOMMENDATIONS

- Increase access to service providers and ensure quality work
- Reduce the administrative burden on City staff, lessen risk of Program interruption; seek 3rd party support
- Seek alternative funding to sustain the program
- Offer attractive financing (e.g., low interest, early repayment, quick approval)
- Reduce complexity (e.g., simple application, support)
- Raise awareness and educate homeowners about the benefits of efficiency and renewables.

# Program Design



### **Turnkey service**

Financing from **local lenders**

Secured with a **LIC**

- Create an eligible measures list and contractor directory
- Assist with scheduling home energy assessments
- City will fulfil most administrative duties to start but could explore partners to deliver some or most program components
- Funding from FCM, local lenders, municipality and admin fees
- LIC mitigates lender risk in exchange for attractive loan terms
- Financing stackable with rebates
- Energy Concierge
- Community engagement

## Estimated Participation and Impact

Uptake Scenario	Participation			Impact	
	Annual average for the first 4-years	Cumulative adoption by year 4	% market penetration by year 4	Cumulative Energy Savings (GJ)	Cumulative GHG savings (t CO <sub>2</sub> e)
<b>Low</b>	10	40	0.8%	2,900	900
<b>Moderate</b>	30	120	2.5%	8,600	2,900
<b>High</b>	55	220	4.7%	15,700	5,200

- Participation based on experience in other LIC programs
- CCEAP estimated 1,250 homes would participate in a LIC financing program
- Estimated 4-year cumulative GHG savings under the moderate scenario equates to 61% of CCEAP's target (4,688 t CO<sub>2</sub>e)

# Loan capital provided by a local lender

## Administrative costs to be partially offset by FCM

### Two potential FCM funding pathways

#### Option 1: FCM Pilot Grant (in \$K)

	Year 1	Year 2	Year 3	Year 4	Total
<b>Estimated Funding</b>					
<b>Admin. Costs</b>	\$397	\$262	\$152	\$212	<b>\$1,023</b>
<b>Loan Capital</b>	\$617	\$617	\$617	\$617	<b>\$2,468</b>
<b>Funding Sources</b>					
<b>FCM (Grant)</b>	\$196	\$128	\$73	\$103	<b>\$500</b>
<b>City</b>	Application Fee	\$14	\$14	\$14	<b>\$54</b>
	Contribution	\$188	\$120	\$65	<b>\$469</b>
<b>3<sup>rd</sup>-party Lender</b>	\$617	\$617	\$617	\$617	<b>\$2,468</b>

#### FCM Pilot Grant

- Grant up to 50% of eligible costs; up to \$500,000

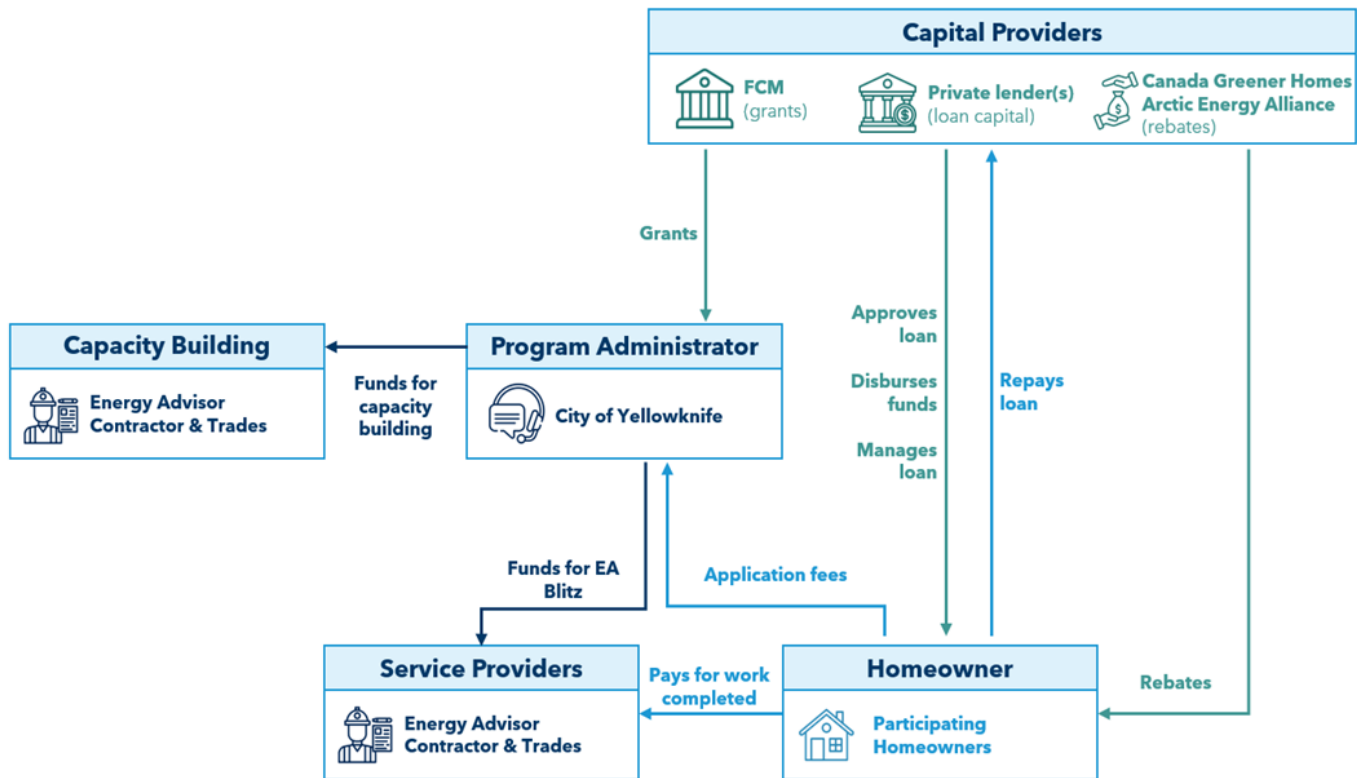
#### Option 2: FCM Capital Program (in \$k)

	Year 1	Year 2	Year 3	Year 4	Total
<b>Estimated Funding</b>					
<b>Admin. Costs</b>	\$397	\$262	\$152	\$212	<b>\$1,023</b>
<b>Loan Capital</b>	\$617	\$617	\$617	\$617	<b>\$2,468</b>
<b>Funding Sources</b>					
<b>FCM (Grant)</b>	\$307	\$199	\$111	\$159	<b>\$776</b>
<b>City</b>	Application Fee	\$14	\$14	\$14	<b>\$54</b>
	Contribution	\$77	\$50	\$28	<b>\$194</b>
<b>3<sup>rd</sup>-party Lender</b>	\$617	\$617	\$617	\$617	<b>\$2,468</b>

#### FCM Capital Program

- Up to \$2M in credit enhancement
- Grant up to \$5M; up to 50% of eligible costs; cannot exceed the total start-up and operating costs

# Flow of Funds



- FCM grant offsets administration costs and credit enhancement reduces Yellowknife risk
- Local lender provides capital, approves and services loan (can pay contractors too)
- LIC only applied if homeowner is significantly delinquent

**Risk of default is extremely low for energy retrofits**  
 Savings help offset cost partially or entirely.  
 Halifax Solar City has offered LIC financing since 2013. The program has supported over 650 projects and has had ZERO defaults.

# Program Strengths

# Uncertainties

## Financing opportunities



- + Leverages local lenders who have expressed interest
- + LIC acts as security to negotiate better loan terms and/or expand homeowner access to financing
- + FCM credit enhancement reduces Yellowknife risk

- Local lender participation to be confirmed
- Favourable lending terms subject to negotiation

## Homeowner benefits



- + Attractive financing improves access, efficiency and affordability
- + Turnkey service addresses other homeowner barriers
- + Low-Moderate income households can benefit from financing

- Financing tends to attract moderate to higher income households
- Estimated uptake based on experience in other jurisdictions, which may not reflect the North

## Municipal benefits



- + Reduces municipal administrative burden
- + Focuses limited resources on supporting homeowners
- + Contributes to CCEAP goals and can address climate resiliency

- Administrative capacity may still be too constrained
- Other initiatives must complement financing to create demand and achieve climate goals

## Community benefits



- + Aims to build local skills and expertise
- + Improved housing stock

- Local capacity constraints may persist

## FCM alignment



- + Leverages available FCM funding
- + New climate resilient sub-stream in development
- + Subarctic community/innovative design may offer competitive advantage

- FCM funding is competitive and not guaranteed

## Cities, Towns & Villages Act alignment



- + Program design aligns with municipal authority under the Act



# Questions





# Contact

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## Lauren McNutt

Managing Consultant

[Lauren.mcnutt@dunsky.com](mailto:Lauren.mcnutt@dunsky.com)

Tel: 416-947-8599 ext. 4200

# Eligible Measures

 <b>Energy Efficiency</b>	 <b>Renewable Energy</b>	 <b>Non-Energy Improvements</b> (up to 30% of loan)
<ul style="list-style-type: none"> <li>• Insulation</li> <li>• Air sealing</li> </ul>	<ul style="list-style-type: none"> <li>• Solar PV panels &amp; inverters</li> <li>• Biomass-based heating systems, including stoves, furnaces, and boilers</li> </ul>	<ul style="list-style-type: none"> <li>• Measures needed before eligible energy efficiency and renewable energy measures can be installed.</li> <li>• Can include health &amp; safety measures (e.g., electrical wiring, service upgrades &amp; fuel tank removal).</li> </ul>

New FCM CEF resiliency sub-stream could allow the program to include climate resiliency measures

# Yellowknife Street Outreach Program

Review

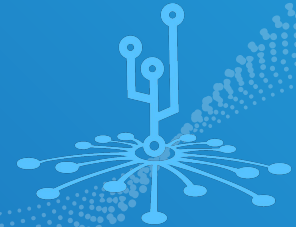
Recommendations

Evaluation Framework

# About Us

- HQ Yellowknife
- Healthcare Consulting  
Emergency Response  
Social Policy
- Research & Analytics
- Database Software Development

TRIAGE  METRIX



**quicktrace**

population health management

# Project Team

- **Core Team:**

- Scott Robertson RN MEcon
- Joanne Hader MA
- Lindy Van Vliet PhD
- Hannah Mang-Wooley RSW

- **Advisors:**

- Eugene Harris, lived-experience researcher
- Lianne Mantla-Look RN BScN
- Katy Pollock MPP, PhD(c)

# Special Thanks

- Yellowknife Street Community
- Yellowknife Women's Society
- Shelter Staff
- Northwest Territories Health and Social Services Authority
- City of Yellowknife Staff, Mayor, City Councillors, Municipal Enforcement & Fire Divisions
- RCMP
- GNWT Departmental Staff & Ministers (Housing, Executive & Indigenous Affairs)
- Yellowknife MLAs

# 1. Program Evaluation

A decorative graphic consisting of multiple parallel, wavy lines of small blue dots. The dots are arranged in a pattern that resembles a sine wave or a series of overlapping curves, creating a sense of motion and depth. The background is a solid, vibrant blue.



*It's a good service, a very, very good service. It should be expanded. You know, never take it out of place. It's going to be needed.*

- Client



# Background

- Homelessness is a growing concern in Yellowknife
- Indigenous people are vastly overrepresented
- Yellowknife is the “resource-hub” of the region yet lacks services leading to survival behaviours
- The Yellowknife Street Outreach Program was established in 2017
- The Program offered nearly 8,400 rides in 2023

# Methods

Stakeholder Group	Method of Engagement	Number of Stakeholders
Program Staff and Leadership	Semi-structured group and individual interviews, ride-along with Program	6
Clients	Facilitated surveys	64
Partner Agencies	Semi-structured group and individual interviews	80
Businesses	Semi-structured group and individual interviews, online survey	20 Interviews 43 Survey Respondents
Yellowknife Residents	Online survey	683 Survey Respondents
Programs from other Jurisdictions	Semi-structured Interviews	8
Government Officials (MLAs, Ministers, City Councillors)	Semi-structured group and individual interviews	9
<b>Total number of respondents</b>		<b>913</b>

# Findings

## Program Successes

- Do a lot with available resources
- Provides safe rides for clients
- Trusting relationships with clients
- Reported diversion of EMS and RCMP calls
- Connection to hard-to-access populations

## Program Challenges

- Mechanical and staffing challenges
- Program availability, communication challenges, inconsistent service
- Inconsistent policies and procedures
- Lack of suitable funding

# External factors impact service delivery

There are a lack of available services, coordinated service delivery, and communication between agencies in Yellowknife.

# 2. Revised Program Design



# Key Stakeholder Recommendations for Revised Program:

- Outreach activities
- Referrals to other social service agencies
- Case management
- Walk-about/foot patrols
- Expanded Hours

# Revised Program Goals

## Transportation

Increase client safety through reliable transportation to safe locations.

## Community Safety

Increase community safety through engagement and de-escalation.

## Outreach

Improve client access to resources through relationship building and outreach activities.

# City/Funder Recommendations:

- Increased multi-year funding
- Governance support
- Integrate the program into broader response to homelessness.



# The Phased Approach

- **Phase 1:**  
Strengthen Core Program
- **Phase 2:**  
Enhance Outreach Capacity



# Program Recommendations

## ***Transport:***

- Perform vehicle maintenance & secondary vehicle access
- Program hours 12 PM to 12 AM
- Triageing and communication procedures
- (Phase 2) create a dispatch service

# Program Recommendations

## *Program Operations:*

- Increase recognizability
- Data collection
- Staff training
- Staff compensation
- Consistent policies and procedures

# Program Recommendations

## ***Outreach and Referral:***

- Increase awareness of Program scope through public communication
- (Phase 2) Hire outreach and peer support worker.

# Program Recommendations

## ***Partnership Building:***

- Facilitate regular meetings between partners
- (Phase 2) Create formal partnerships

# What We are Not Recommending

- **Community Care Paramedic Program**
  - *Limited evidence for medical need or hospital diversion*
- **Leading or funding public health initiatives**
  - *Outside of mandate, partner with other agencies with harm reduction expertise*
- **Mobile Shelter**
  - *Resources better allocated to increasing shelter space and transportation*
- **Increased Enforcement**
  - *Not an outreach or Municipal Enforcement mandate*
  - *Criminalization of substance abuse ineffective, RCMP already significantly burdened*

# Budget Summary

<b>Funding Proposal Summary</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Staffing & Operations	<b>\$763,596</b>	<b>\$739,281</b>	<b>\$855,738</b>
Administration & Overhead - Simplified Method	\$84,844	\$82,142	\$95,082
<b>Total Annual Program Funding</b>	<b>\$848,440</b>	<b>\$821,423</b>	<b>\$950,820</b>
Administrative Costs as Percentage of Funding	10.0%	10.0%	10.0%

# Implications of Funding Limitations

- **Reducing hours of services** = reduced availability of Program in high need hours.
- **Reducing staff salary** = high staff turnover and lack of pay equity.





**Who's going to pay?**

# Who's going to pay?

- Disproportionate impact on downtown businesses
- Numerous businesses already paying for private security services
- Concern from tourism operators on impacts

# Territorial-Municipal Jurisdiction

**Public housing outside of 'core functions,'  
city says amid homelessness quandary**

## **'Dignity is lost': Yellowknife shelters struggle with overcrowding, violence**

One group believes a tent encampment could be a solution

National News

'It's an emergency here': Yellowknife and the people who have no place safe to live

**50-plus people sleeping outside in Yellowknife as winter approaches, advocates say**

**City prepares for latest count on homeless population**

Last Point-in-Time count in 2021 revealed 312 people with no full-time living arrangements

**Residents staying at new homeless encampment in Yellowknife asked to leave**

# Funding Opportunities

- No single funding source
- Reaching Home
  - Federal funding provided to City for number of programs
- Outreach services *-may-* be eligible for health program funding (homecare, palliative care)
- Ideal program to meet multiple government mandates & recommendations

# Shared Priorities of the 20th Assembly

Our top priorities are:

- The suitability, accessibility, and affordability of housing;
- A strong economic foundation;
- Access to health care and addressing the effects of trauma; and
- Safe residents and communities.

# 2023-2027 GNWT Mandate:

## Housing

- 2. Collaborate across departments and with partners to support vulnerable residents, prevent and reduce homelessness, and encourage self-sufficiency

# Mandate: Executive & Indigenous Affairs

- Establishing a continuous mechanism to allow for ongoing and accurate decision making related to services and supports for homelessness
- Establishing inter-agency tables to coordinate information sharing and service delivery related to homelessness
- Implementing *A Way Home: A Comprehensive Strategy to Address Homelessness in the Northwest Territories*



# Alignment with Government Priorities

- Coordinated Access and Integrated Service Delivery
- Public Safety
- Territorial-Level Response to Homelessness
- Truth and Reconciliation Calls for Action
- MMIWG Calls for Justice



The revised Yellowknife Street Outreach Program provides a tangible, structured, proven intervention to support people experiencing homelessness in the city.

# 3. Monitoring and Evaluation

A decorative graphic consisting of multiple parallel, wavy lines of small blue dots. The dots are arranged in a pattern that resembles a sine wave or a series of overlapping curves, creating a sense of movement and depth. The background is a solid, vibrant blue.

A photograph of two men in business attire sitting outdoors. The man on the left is wearing a white shirt and dark trousers, holding a tablet in his left hand and gesturing with his right hand. He is wearing a watch with a metal link bracelet. The man on the right is wearing a dark suit jacket and dark trousers. The background is a blurred outdoor setting with greenery and a wooden railing. A decorative dotted line graphic runs across the middle of the image.

**Data → Conversations → Action items →  
Required changes to meet goals**

# The Logic Model Overview

<b>Inputs</b>	<b>Activities</b>	<b>Outputs</b>	<b>Outcomes</b>
Program Resources: <ul style="list-style-type: none"><li>● Funding</li><li>● People</li><li>● Equipment &amp; Infrastructure</li></ul>	Planned Activities for: <ul style="list-style-type: none"><li>● Transportation Services</li><li>● Outreach &amp; Referral</li><li>● Partnerships</li><li>● Program Operations</li></ul>	Actual Activities for: <ul style="list-style-type: none"><li>● Transportation Services</li><li>● Outreach &amp; Referral</li><li>● Partnerships</li><li>● Program Operations</li></ul>	Impact of Activities for: <ul style="list-style-type: none"><li>● Transportation Services</li><li>● Outreach &amp; Referral</li><li>● Partnerships</li><li>● Program Operations</li></ul>
<b>External: Social, political, and resource environment</b>			

# Key Indicators

- Indicators are measurable outcomes that can be used to track program successes/areas for improvement.
- Indicator chart provides key indicators for each of the four program areas:
  - Transportation
  - Operations
  - Outreach
  - Partnerships

# Indicators Example

Indicator	Data Source	Frequency	Target
Van Uptime	Vehicle Operations Log	Monthly	>95% (no more than 15 hours of downtime per month / an average downtime of 30 minutes per day)



This program is one of the most important services in Yellowknife and should be well-funded and staff should be well-paid. I believe Yellowknife could be a model for the rest of Canada if this program were given high priority.

- Yellowknife Public Survey Respondents



# Thank You

The background features several wavy, horizontal lines composed of small, light blue dots. These lines flow across the page, creating a sense of movement and depth. The dots are more densely packed in some areas, making the lines appear thicker, and more sparse in others, creating a gradient effect.

# Additional Details



# Budget Details - Staffing

Outreach Van Staffing	Per Staff FTE	Qty - Year 1	Cost - Year 1	Qty - Year 2	Cost - Year 2	Qty - Year 3	Cost - Year 3
Van Worker 1	\$81,602	2.2	\$182,788	2.2	\$184,012	2.2	\$188,612
Van Worker 2	\$81,602	2.2	\$182,788	2.2	\$184,012	2.2	\$188,612
<b>Outreach &amp; Peer Support Workers</b>							
Outreach Program Worker	\$108,066	1.0	\$108,066	1.0	\$110,767	1.5	\$170,305
Peer Support Worker	\$81,602	0.5	\$40,801	1.0	\$83,642	1.5	\$128,599
<b>Program Supervisor</b>	\$98,507	0.5	\$49,254	0.5	\$50,485	0.5	\$51,747
<b>Staffing Subtotals</b>		<b>6.5</b>	<b>\$563,696</b>	<b>6.9</b>	<b>\$612,918</b>	<b>7.9</b>	<b>\$727,876</b>

# Budget Details - Operations

<b>Program Implementation &amp; Evaluation</b>	<b>Cost</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Implementation Support	\$75,000	\$75,000	-	-
Annual Evaluation Support (not indexed)	\$10,000	\$10,000	\$10,000	\$10,000
<b>Program Implementation &amp; Evaluation Subtotals</b>		<b>\$85,000</b>	<b>\$10,000</b>	<b>\$10,000</b>
<b>Vehicle Leasing</b>	<b>Annual Lease</b>			
Primary Transport Van Lease (or acquisition cost \$94,000)	\$28,200	\$28,200	\$28,200	\$28,200
Secondary Transport Van Lease (or acquisition cost \$94,000)	\$28,200	\$28,200	\$28,200	\$28,200
<b>Subtotal - Vehicle Leasing Cost</b>		<b>\$56,400</b>	<b>\$56,400</b>	<b>\$56,400</b>
<b>Vehicle Fuel Expenses</b>				
Fuel - Vehicle 1	\$39,000	\$39,000	\$39,975	\$40,974
Fuel - Vehicle 2	\$19,500	\$19,500	\$19,988	\$20,487
*Note - Insurance and maintenance included in administration costs				
<b>Subtotal - Vehicle Fuel Expenses</b>		<b>\$58,500</b>	<b>\$59,963</b>	<b>\$61,462</b>