

DISTRICT OF NIPISSING SOCIAL SERVICES ADMINISTRATION BOARD

Homelessness Landscape in the Nipissing District

Review of Current Programs, Services, Supports
and Investments in the Homelessness Sector

September 2021

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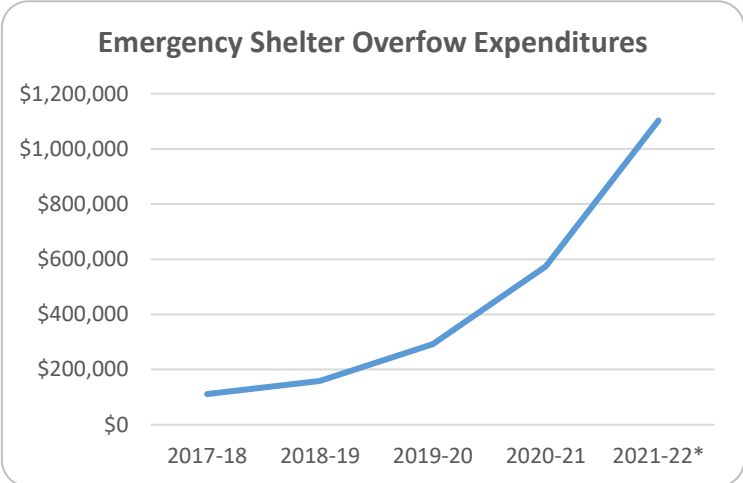
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1.0 Purpose

As evidenced through data, research, and general observation, homelessness is on the rise in the Nipissing District, specifically North Bay, and is growing in complexity (see Appendix A). The situation was exacerbated with the COVID-19 pandemic which has further changed the landscape and conditions under which the Board was previously addressing homelessness and related issues. This paper and examination will act as a checkpoint and refocus staff and the Board on addressing the increase in homelessness by providing a clear path of action over the next 12 months that is realistic, attainable, and reflects the Board’s service scope and responsibilities in this area. The paper pulls from the existing community plans and strategies related to housing and homelessness while also introducing new information and points of reflection for moving forward.

2.0 The Current Problem

In view of the changing landscape (below) and action taken to date, the number of people experiencing homelessness (unsheltered and sheltered) in North Bay continues to rise, putting increased pressure on the emergency shelter and first response systems, and community social and health services. The increase in homelessness is also resulting in the need for substantially more shelter and service funding and is having undesirable effects on the city and its citizens including a negative impact on business and public concern for safety and well-being. Finally, there has been increased media exposure on the City’s homeless population and negative public perception surrounding the homelessness issues.



*Forecast to March 31, 2022 based on available monthly overflow expenditures to date.

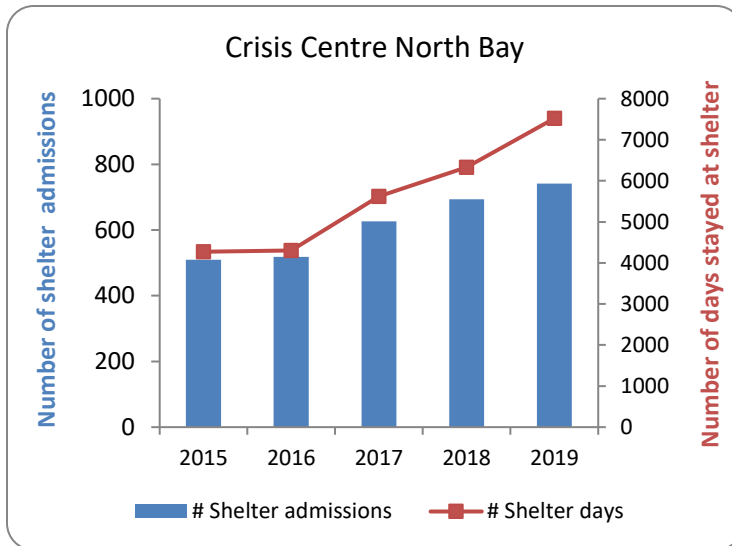
This problem is occurring despite significant investment by the Board of \$19.5 Million over the past five years in the area of homelessness prevention, shelter solutions, and housing supports and services. The problem is also occurring despite the various community housing plans, strategies, and recommendations underway to address homelessness and the associated mental health and addictions issues. This discrepancy illustrates societal changes and pressures on mental health, addictions, and housing leading to a needed reassessment of the situation and approach, and make any necessary changes to addressing homelessness going forward.

3.0 Homelessness Landscape

3.1 Changing Landscape

The homelessness landscape in North Bay looks very different today than it did a few years ago. Prior to 2019, the Board’s involvement in addressing homelessness was mainly through priorities identified in various strategic plans (such as the Nipissing District 10-Year Housing and

Homelessness Plan) and working with the Nipissing District Housing and Homelessness Partnership/ CAB on various community homelessness projects and initiatives. From a funding perspective, the Board made direct investments in homelessness through the available provincial CHPI funding and federal homelessness funding (currently, 'Reaching Home'). Additionally, some funding was directed to community homelessness initiatives through the municipal funds administered by the Board (currently, the Healthy Communities Fund) although this was a relatively small amount.



The above landscape changed somewhat abruptly with a notable increase in the local homeless population during 2018, as measured by shelter admissions and CHPI overflow expenditures. A Special Project Team was formed to look at the situation and a report of the findings and recommendations was presented to the Board in the spring of 2019.¹ It can be noted that the increase in homelessness was also becoming more visible (for example, in North Bay's downtown area and

various encampments) and was coinciding with an increase in mental health issues and addictions.

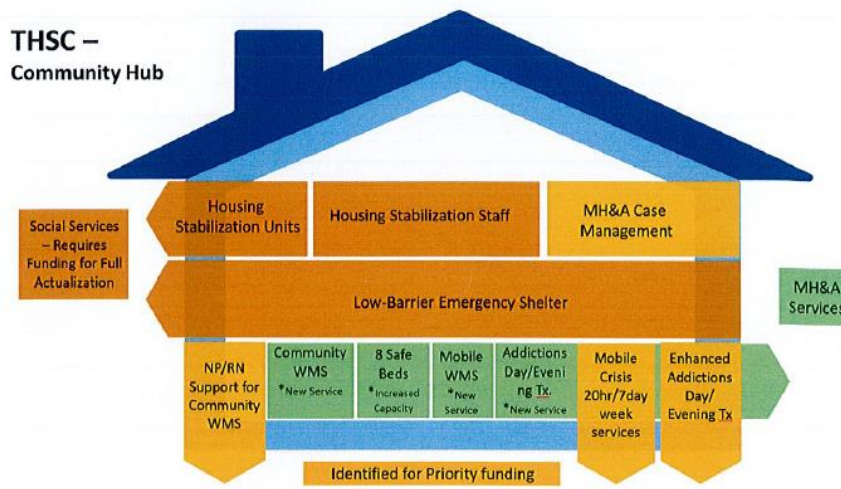
The turning point came in the fall of 2019 when the concern of North Bay residents for the number of homeless individuals in the downtown core reached a tipping point. At this same time, social service providers and those working in the area of mental health and addictions were experiencing a significant increase in the complexity of clients they were serving. In response to these concerns - and to what some were referring to as a community crisis - the Mayor of North Bay hosted a roundtable comprised of community leaders and stakeholders to discuss the concerns and issues, and form priorities for addressing them (Mayor's Roundtable Report, February 2020).²

Following the above roundtable, an Action Team was formed to develop and implement strategies to carry out the above priorities and stabilize the homelessness situation. One of the action team's main strategies was to develop a Transitional Housing and Stabilization Centre (THSC). The centre was based on the concept of integrating services for the homeless population and these would include withdrawal management services (WMS), mental health and addictions case management and treatment programs, and mobile crisis services.

¹ Homelessness in Nipissing District, Situation Analysis. DNSSAB & Community Special Project Team; March 6, 2019.

² The three main priorities coming out of the Mayor's roundtable were *increasing addictions programming, notably Community Withdrawal Management Services (WMS); forming a variety of short-term transitional housing options; and providing 24/7 access to supports for mental health and addictions outside of a hospital Emergency Room setting.*

Conceptually, the centre also included low-barrier emergency shelter beds, safe beds, and transitional housing.



To get the THSC off the ground the action team was able to form additional community partnerships and realign about \$2M in existing funding. It was recognized, however, that an additional \$2M would be required to bring the THSC concept and development fully to life.

As a member of the Mayor’s Roundtable and

Action Team, the DNSSAB played a central role in developing the above concept and bringing it to fruition. The Board would go on to take a leadership role in the centre’s development, raising additional funds and leasing the land and buildings later in 2020. The centre would become the ‘Gateway House’ and the Board found itself as the new owner of a low barrier shelter and transitional housing, and contractor of homelessness services.³ Since its inception, the low barrier shelter has averaged about 680 people/ month (which can include duplicate admissions) although this number can vary by a few hundred due to the seasonal nature of homelessness (see Appendix B). The Gateway House initiative has fundamentally changed the Board’s direction and involvement with homelessness, since that time (see also, Gateway House).

3.2 Existing Plans and Strategies

Plans and strategies to address and reduce homelessness exist at all levels of government. The federal government’s National Housing Strategy and Ontario’s Community Housing Renewal Strategy both include strategies, actions, and funding to address and combat homelessness across the country and province. At the local municipal level, and over the past decade, the District of Nipissing Social Services Administration Board (DNSSAB) and various community partners have also endeavoured to mitigate, lower, and ultimately eradicate homelessness through various plans and strategies. This has resulted in multiple plans and strategies with a wide array of action items all with a common vision: reducing or ending homelessness in the Nipissing District.

Some of DNSSAB’s more recent active plans and strategies that pertain to homelessness include the following:

- A Place to Call Home: 2014-2024 5-Year Review of Nipissing District’s 10-Year Housing and Homelessness Plan (DNSSAB, 2019)

³ Increasing the supply of transitional housing is also one of the Board’s strategies to increase housing affordability and options in the community (A Place to Call Home: 2014-2024).

- Reaching Home: District of Nipissing Homelessness Plan 2019-2024 (DNSSAB/NDHHP, 2019)
- Low-Barrier Shelter Services in North Bay – Framework (DNSSAB, 2020)
- Framework for the Integrated Program for Homelessness, Housing, Mental Health and Addictions, North Bay and Nipissing District (DNSSAB, 2020)

Other recent *community* plans that pertain to homelessness include the following:

- Community Safety and Well-Being Plans (various Nipissing municipalities, 2021)
- Homelessness Prevention Framework: Community Gaps and Potential Solutions (NDHHP, 2021)
- Integrating Social Services and Mental Health and Addiction Services for Vulnerable Populations (Mayor’s Roundtable on Mental Health and Addictions’ Action Team, 2020)
- Reaching Out: Health Services and Homelessness in North Bay Action Plan (NBPSDHU, 2019)

So, although a lot of planning has been done and various strategies are underway to combat local homelessness, the current problem still exists. It may be that the local plans (above) do not directly address the current problem - and new solutions are required - or the appropriate strategies have not yet been implemented or require the commitment to execute them.

3.3 The Players

While the Board plays a significant role in addressing homelessness through planning and service delivery at the municipal level, there are many other community service providers and organizations that are also involved with homelessness, whether through their mandates, mission, or general community partnerships and service collaboration. For example, the Nipissing District Homelessness and Housing Partnership (which also serves as the Community Advisory Board for the federal homelessness program, Reaching Home) has a membership of 20 organizations and has developed a community homelessness plan (previous page) with a number of outcome targets for reducing local homelessness (see Appendix C). There are also other community planning tables and organizations that deal with co-related issues such as mental health, addictions, and poverty where the planning work and clientele cross-over. Finally, recognizing the complexity of homelessness, many of the strategies and action items in the plans listed on the previous page take a multifaceted approach and involve other service providers and organizations to fully implement them.

Addressing the current homelessness problem will require strong collaboration and coordination with some of these other community service providers and organizations. Recent research shows that there is a strong, local service network in place that is highly integrated with strong collaboration between service organizations across multiple sectors (CSWB Plan-City of North Bay; Community Asset Mapping, May 2021). The DNSSAB Housing Programs department

provides a good example of this, collaborating with about 65 other community organizations during the course of its general planning and operations.⁴

However, the research also shows a very complicated service network that is difficult to navigate and lacks overall system coordination, common goals, and accountability (this is interesting to think about in the current context, i.e., *who owns the problem of an increase in local homelessness?*). Effectively addressing and combatting the increase in homelessness will require optimal service coordination with key players who join around a common goal and take collective ownership of the problem. Ensuring this level of coordination is in place is the next step going forward.

3.4 Information and Data Collection and Analysis

Access to reliable information and data regarding homelessness and related programming is critical to support evidence-based decision-making and monitor the progress and achievement of outcomes. Data collection on the homeless and vulnerable populations has primarily been through program reporting, homeless counts, and the outdated HIFIS 3.8 system.



The current program reporting is in place to meet conformance and reporting guidelines for the government CHPI and Reaching Home funding. Staff and external service providers complete template reports and submit them to the respective government ministries. The reports largely contain counts such as the number of households served or services provided and thus lend themselves more to output reporting. It is difficult to determine social impact outcomes or a return on the funding investment given the present information and data collected, and program evaluation methods (see also, Outcomes and Social Return on Investment).

The present version of HIFIS 3.8 is utilized by three community service providers and stores the data on the service providers' individual servers. This form of data collection and storage is challenging because service providers collect different data from one another and is not easily accessible and available in real-time. Through Reaching Home, DNSSAB is implementing HIFIS 4.0 that is expected to greatly improve data collection and analysis. HIFIS 4.0 will allow for multiple service providers to access real-time homelessness data on a shared server with a common assessment. Through HIFIS 4.0 a by-name list will also be formed of all known people experiencing homelessness in the community.

Homeless counts are another data collection tool utilized to better understand the homeless population. To date, DNSSAB has conducted three homeless counts with another planned for October 13th, 2021. These counts provide valuable information to the DNSSAB and community partners by giving an insight into the number of homeless individuals in the community and various demographic information about this population. Although homeless counts provide important information, it should be noted that the counts are often viewed as an

⁴ In this context, 'collaboration' refers to referring (or accepting) clients; coordinating service/program delivery; sharing information and data; participating in joint planning sessions; attending meetings; general communications; funding; or any combination of these.

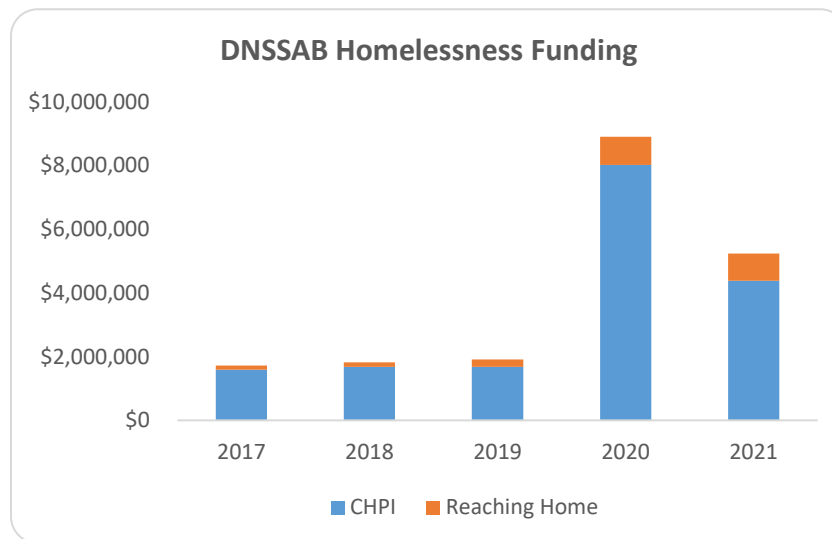
underrepresentation of the homeless population because of the challenge to accurately capture the entire population, especially those that are classified as “hidden homelessness”.

4.0 Homelessness Funding and Expenditures

The current funding for homelessness programs is provided through multiple levels of government. The largest funding program is the provincial Community Homelessness Prevention Initiative (CHPI), followed by the federal Reaching Home Strategy, and the municipal Healthy Communities Fund (HCF). It is important to note, although the HCF does fund homelessness-related programs, it is a relatively small amount and is not limited to these programs given its broad funding eligibility. Thus, it is not included in the following funding analysis.

The following subsections provide a summary of the Board’s homelessness funding over the past five years and how the funds have been distributed and invested.

4.1 Homelessness Funding 2017 - 2021



As noted earlier, the Board has invested nearly \$20 Million in homelessness over the past five years, with the majority of the funds coming through the provincial COVID emergency SSRF (CHPI) funding and expended over the past 15 months.

Prior to 2020 and the pandemic, through the provincial and federal governments, the Board was investing an average of \$1.8 Million/ year into various

homelessness initiatives through the CHPI and Reaching Home Funds. With the onset of the pandemic in the spring of 2020, the province rolled out emergency COVID funding in three phases to assist vulnerable populations during the virus outbreak. This boosted the local CHPI fund to about \$8 Million in 2020 and another \$4.5 Million this year (2021). The annual Reaching Home fund was also increased significantly by the federal government during this time, to the \$800,000+ range (from \$200,000+). Since this infusion of government pandemic funding, the Board’s average investment in homelessness has nearly quadrupled to about \$7 Million annually. Note: at the time of this writing, the Board has learned that it will be receiving a further \$3 Million through the fourth phase of SSRF/CHPI funding which is not included in the above analysis.

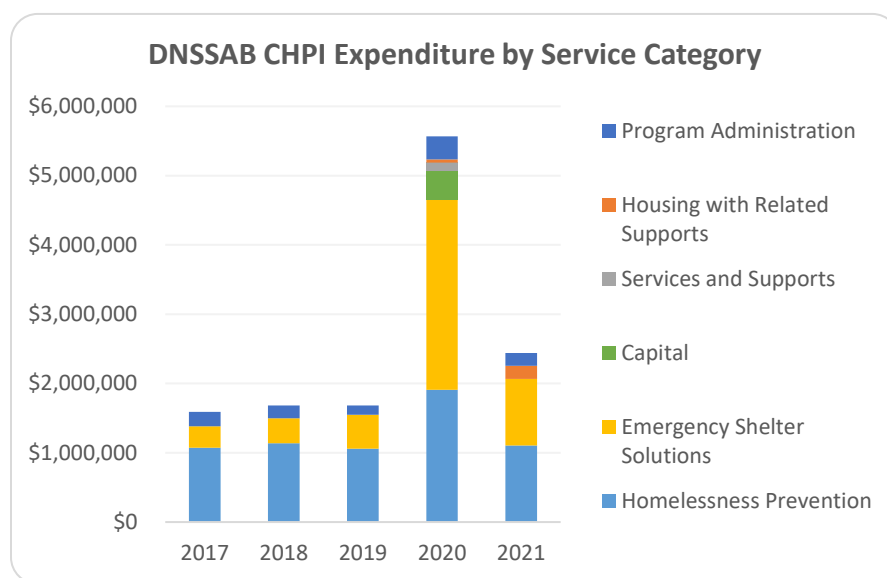
The following subsections look at CHPI and Reaching Home independently:

4.1.1 CHPI Service Categories

The provincial CHPI is designed to meet the needs of households who are *experiencing homelessness* or are *at risk of homelessness*. To meet these program objectives service

managers can use the funding in any of four prescribed service areas, which are *homelessness prevention, emergency shelter solutions, housing with related supports, and other services and supports*. More recently, the province also added a *capital* component.

As noted by the chart, the Board’s primary focus over the past five years has been on homelessness prevention but this switched over to providing shelter solutions due to the increased demand and cost pressure on shelters (including overflow and creation of the low barrier shelter) which was accelerated by the pandemic.



Over the past five years, close to half (48.5%) of the total CHPI funding has been allocated to homelessness prevention, on average. It can be noted, however, that prior to 2020 and the emergency COVID funding about two-thirds of the CHPI funds were going towards homelessness prevention services/ programs.

The next largest share of CHPI funding during the

period has been directed to *Emergency Shelter Solutions* that accounts for an average of 37.6% of the total funding. Although before 2020 and emergency COVID funding, a little under one-quarter (23.5%) of CHPI was allocated to this service area. A significant increase can be noted in 2020 when about half the available CHPI funds for that year, went to delivering shelter solutions. It is interesting to note that based on the current rates and spending pattern, forecasts indicate that expenditures for Emergency Shelter Solutions will surpass Homelessness Prevention in the 2032-33 fiscal year (see Appendix D).

Due to the rise in expenditures for emergency shelters and the continued need for the well-established programs under homelessness prevention, little funding has been left-over to explore other service categories such as Housing with Related Supports and Other Services and Supports. It can be noted that before 2020 there was no CHPI funding directed to these services /programs. Following 2020, about 9.5% of the available CHPI funds have gone into these other service areas. This includes 5.0% for *capital*, 3.0% for *housing with related supports*, and 1.5% for *services and supports*. On average, the DNSSAB has also retained 8.0% of the CHPI funds for *program administration* over the five-year period.

4.1.2 Reaching Home

The federal Reaching Home program is intended to ‘prevent and reduce homelessness’ by providing direct support and funding for local homelessness programs/ services and projects, including housing and shelter supports. These funds are administered by the DNSSAB and allocated to community service providers with input and guidance from the Community Advisory Board.

Emergency COVID funding aside, over the past five years the average Reaching Home (and its predecessor: Homelessness Partnering Strategy) funds allocated to homelessness in the community have been about \$194,000 annually. During the pandemic (2020/2021), an additional \$603,000 was added to the Board's Reaching Home base funding (see also, Contracted Programs/Services below).

4.2 Contracted and In-House Homelessness Programs/Services

Year	Contract	DNSSAB	Total
2017	\$695,698	\$1,029,626	\$1,725,324
2018	\$668,973	\$1,147,227	\$1,816,200
2019	\$761,605	\$1,148,034	\$1,909,639
2020	\$854,868	\$8,047,303	\$8,902,171
2021	\$830,692	\$4,405,314	\$5,236,006
Total	3,811,836	15,777,504	19,589,340

The side table shows the distribution of the above homelessness funds based on the outsourcing/ insourcing of programs and services. The Board has typically allocated some of the funds to community service providers for the contracted delivery of homelessness services and community projects while keeping the remainder for the in-house delivery of client benefits, low barrier

shelter investments, and program administration.

Prior to 2020 and the pandemic, the outsourced funds to service providers ranged between 37% - 40% of the total (or between \$670k - \$760k). Following the increased pandemic funding in 2020, this percentage fell below 16% as the Board retained most of the funds to invest in the low barrier shelter and transitional housing (Gateway House). In dollar terms, however, the community service providers received more (\$830k - \$855k) than previous years for contracted homelessness services and projects.

4.2.1 Contracted Homelessness Programs/ Services

The majority of contracted services in the above table are funded through the provincial CHPI although as noted earlier, Reaching Home also funds some community programs/ services and projects. Over the five-year period, the bulk of the outsourced CHPI funds have gone to service providers who contract out homelessness prevention programs and provide emergency shelter services (including shelter overflow). Other contracted homelessness programs/ services funded during this period include emergency homelessness funding, mobile resource programs, trusteeship, and housing supports. Of particular note, in the first few years of the CHPI program, emergency shelter overflow funding averaged 15% of the total allocation. However, over the last three years, this has risen to 24%, which reflects the rise in homelessness and increased pressure on costs and the shelter system.

Under Reaching Home and its predecessor Homelessness Partnering Strategy (HPS), the majority of the contract funding - including the emergency COVID funds - has gone to community organizations providing transitional housing assistance and shelter supports.

Going forward to 2024, an average of about \$150,000 annually is available through Reaching Home for community programs/ services and projects to address homelessness and \$52,000 for the implementation and ongoing costs associated with a Coordinated Access System.

4.2.2 DNSSAB Homelessness Programs/ Services

Prior to 2020, the Board also retained CHPI homelessness funding to deliver direct client benefits. Since then, the Board has also retained a large share of the funding for investment in the low-barrier shelter and Gateway House. These are summarized below:

4.2.2.1 CHPI Client Benefits (< 2020)

CHPI client benefits are directly administered by the DNSSAB to provide emergency financial assistance to households at risk of, or experiencing, homelessness. Eligible benefits include first and last month's rent, rent and utility arrears, moving expenses, utility deposits, winter fuel heating, and select emergency household items. Since 2017, the program has averaged annual expenditures of \$658,484. Current pressures on the program are increased rental housing costs and rising expenditures for necessary household items.

4.2.2.2 Low-Barrier Shelter and Gateway House (2020>)

To date, through provincial funding, the Board has invested \$2,838,768 in developing the low-barrier shelter and Gateway House (supportive housing). The low-barrier shelter has accounted for 9.7% (\$276,051) of this funding with the Gateway House development accounting for the remaining 90.3%, (\$2,562,716). The shelter and supportive housing design and concept is still evolving and under development. Upon completion, this integrated housing with wrap-around services and supports will provide 24/7 supports to residents and will focus on life skills.

As per Appendix E, the annual operating costs for the low-barrier shelter are \$1,606,300. This includes 6 months of day programming that allow the low-barrier shelter to be open 24 hours per day. At this time, operating funding will allow services to continue at the low-barrier shelter until December 31st, 2021. Concerning Gateway House, the annual operating costs are \$1,238,122, which includes support services 24 hours per day.



4.3 Outcomes and Social Return on Investment

By its nature, homelessness is complex and can involve any combination of personal problems mixed with social, health, and/or economic issues. Not surprisingly then, homelessness is difficult to measure and the tangible outcomes of service interventions and investments are hard to observe and evaluate. As shown in this paper, the Board has made significant investments, though provincial and federal funding, in addressing local homelessness and this will continue into the future. Ensuring that the intended results and outcomes are being met while optimizing investments will be paramount to moving forward.

Funding and investments in social services are often linked to outcomes to allow funders to better understand the impact of the funding in the community. As identified in section 3.2, several plans and strategies have been created over the last 5 years to tackle the various aspects of local housing and homelessness. Overall, the plans are primarily seeking to reduce homelessness, with a focus on chronic homelessness, and coordinate community resources. In many cases, these plans have identified outcomes although the extent to which the outcomes

are being achieved is not always clear. This is an important consideration and acknowledgement when planning future homelessness efforts and action.

As mentioned earlier, measuring tangible outcomes or a 'return on investment' can be difficult in the area of homelessness or social services in general. However, the concept of a Social Return on Investment (SROI) offers a broader concept of value which the Board can apply when making investment decisions and measuring the effectiveness of homelessness funding that goes beyond just a financial statement. SROI takes into account the financial value of actions by analyzing the impact of investments on social, environmental, and economic costs and benefits. For instance, investments in addictions may have multiple benefits such as reduced costs for emergency response, improved community safety and well-being, reduced homelessness, etc.

Although SROI has not been measured at the local level, several Canadian studies have calculated SROI as it pertains to investments in homelessness and associated support services. For example, in 2018, BC Housing determined that for every dollar invested in dedicated-site supportive housing, approximately four to five dollars in social and economic value was created. In 2019, Calgary's Inn from the Cold Program (shelter with housing supports) found that for every dollar invested in the operation of Inn from the Cold's shelter and housing programming, nearly \$5 in social and economic value was created. In Ontario, the Region of Waterloo found that their STEP Home Program, which provides intensive supports to those experiencing persistent homelessness, has an average SROI value of \$9.45 for every dollar invested. Unfortunately, this report was completed in late 2013 and can be considered outdated.

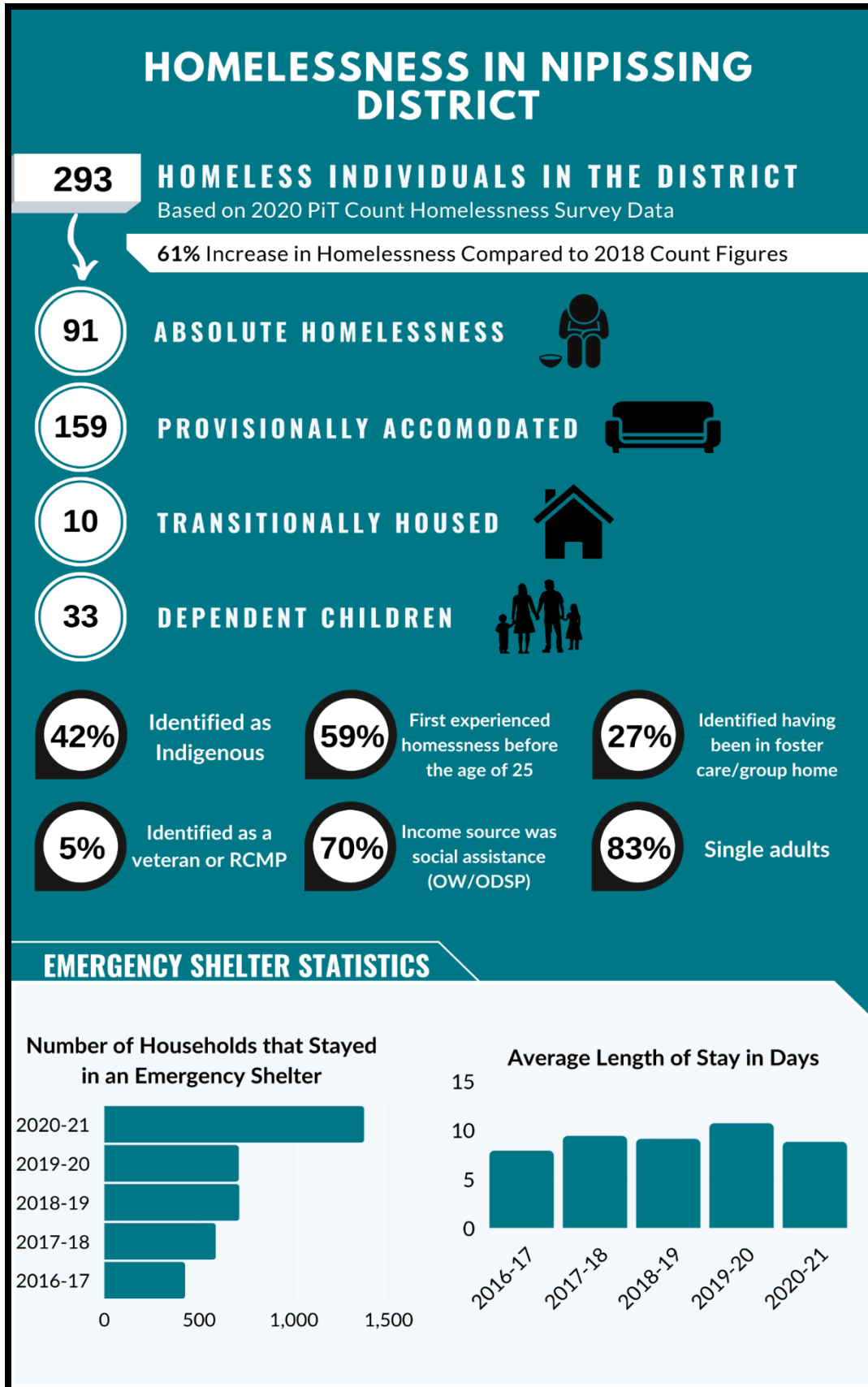
Ultimately, these studies have all found that investing in homelessness and support services has a big impact on communities with the added social and economic value created from every dollar invested. Measures such as SROI are another important consideration for the Board in taking the next steps on addressing local homelessness.

5.0 Next Steps

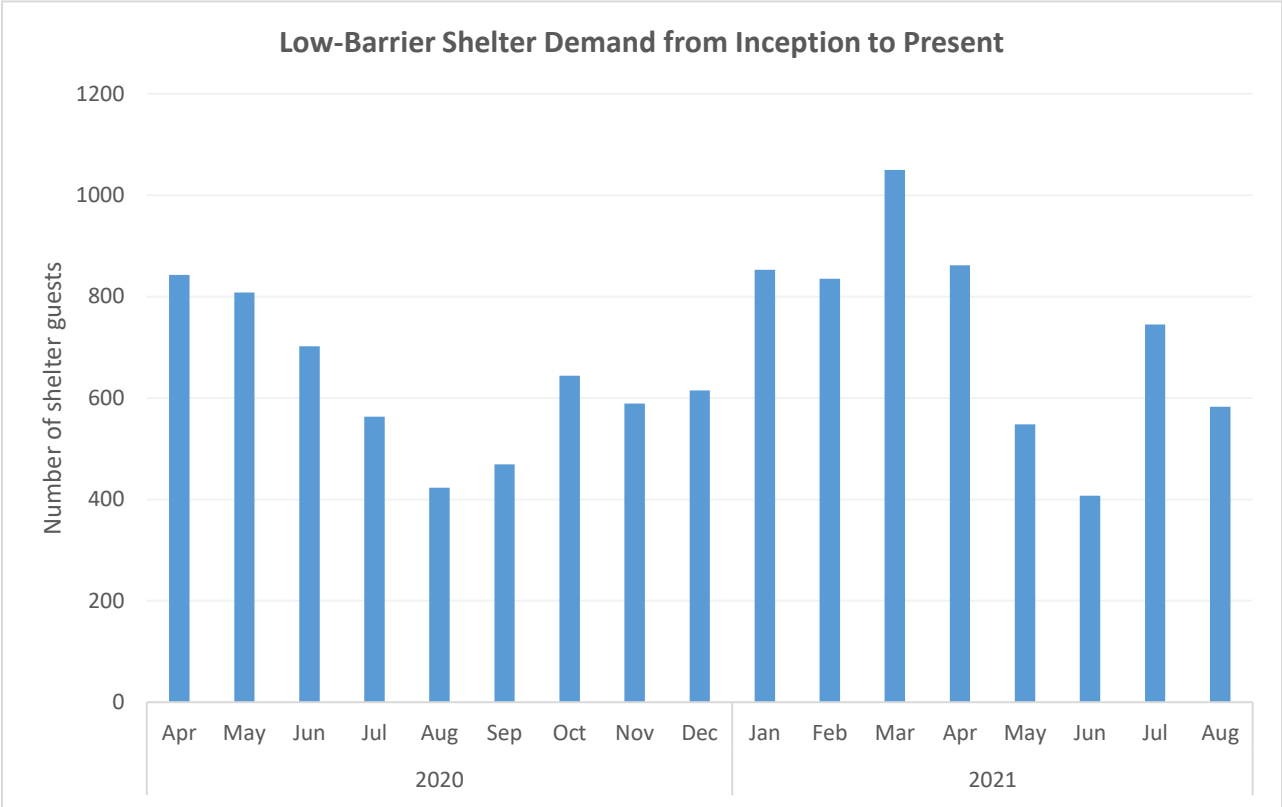
In summary, this report illustrates the current homelessness landscape in North Bay and the broader Nipissing District. Although the current approach has served and supported numerous households and completed many homelessness projects, it has not led to a meaningful reduction in homelessness, given the increase in demand, and has added pressure on already stringent funding. With the advent of the COVID-19 pandemic, added pressures have been placed on the homelessness system and have resulted in the DNSSAB taking on a more direct role in homelessness services by funding the creation and operations of a low-barrier shelter and a supportive housing complex. On a positive note, the additional funding tied to the pandemic has facilitated much-needed bricks and mortar developments that are expected to have a big impact on stabilizing vulnerable individuals for years to come. This opportunity presents a time to reflect on the overall homelessness system and how the Board's priorities enabled through provincial funding should be prioritized and allocated for programs, supports, and services moving forward.

Appendix

Appendix A – Homelessness Infographic



Appendix B – DNSSAB Low-Barrier Shelter Demand

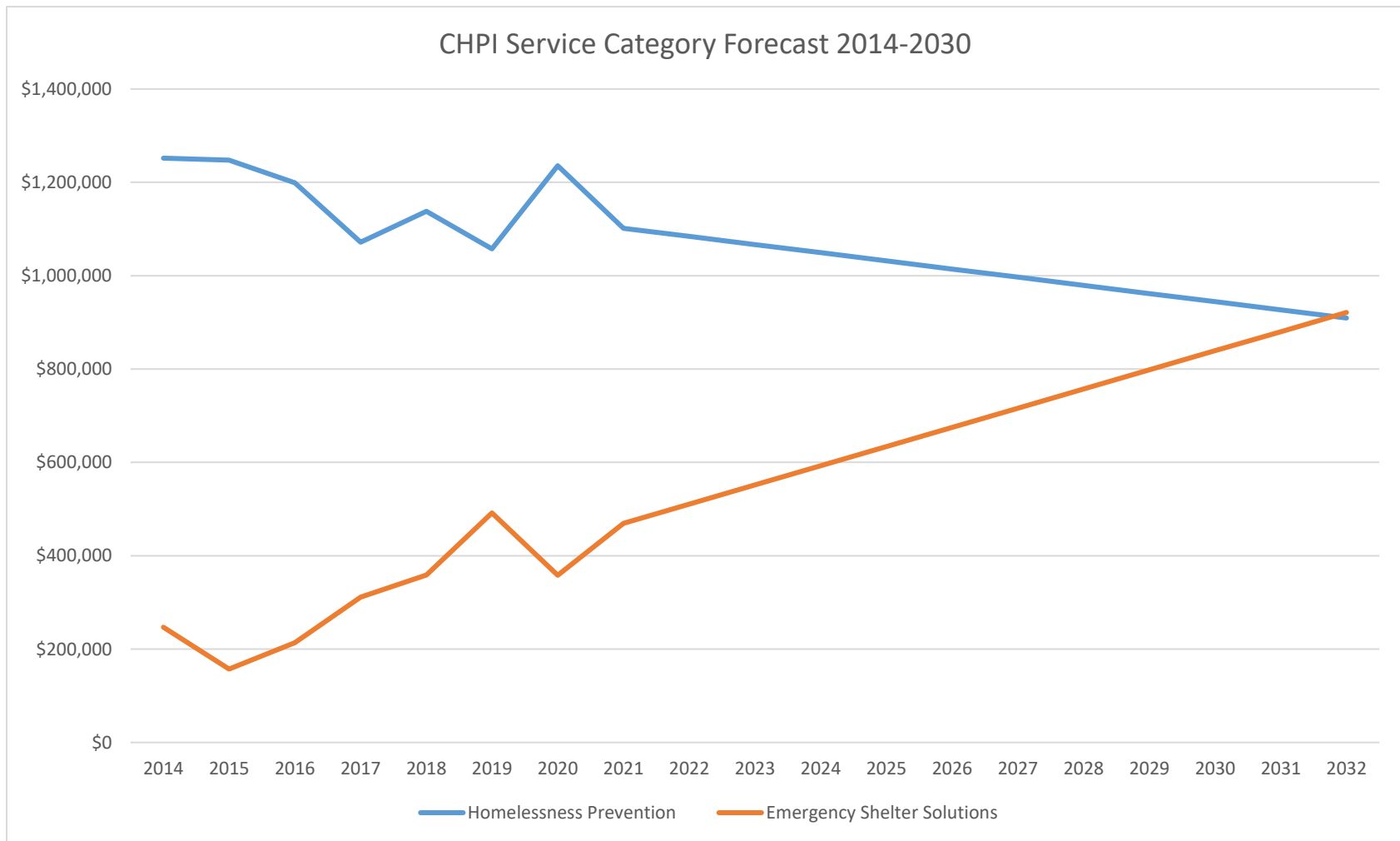


Appendix C – Reaching Home: District of Nipissing Homelessness Plan 2019-2024 Outcomes

The DNSSAB in collaboration with the CAB will track the following four federally mandated outcomes under Reaching Home:

1. Chronic homelessness in the community is reduced (by 50% by 2027-28);
2. Homelessness in the community is reduced overall, and for priority populations (i.e. individuals who identify as Indigenous, youth, individuals affected by mental illness and addictions, and individuals with income security challenges);
3. New inflows into homelessness are reduced; and
4. Returns to homelessness from housing are reduced.
5. Discharges from Public Institutions into Homelessness are reduced.
 - a. This will be tracked by service providers as mandatory fields within HIFIS that will provide greater details. Nipissing District currently struggles with institutional and NGO service providers (ex. Detox & Bail Programs) discharging individuals to homelessness. The CAB and our last two Homelessness Counts identified this as a local priority. The CCI steering committee will be responsible for the data collection to determine our local baseline. The CAB is targeting a 50% reduction by 2027-28.

Appendix D – CHPI Service Category Forecast



Appendix E – Chippewa Site Operating Costs

Annual Low-Barrier Shelter Operating Costs		
Month	Operating Cost	Description
January	\$163,077.47	24 Hour Service
February	\$163,077.47	24 Hour Service
March	\$163,077.47	24 Hour Service
April	\$104,639.17	12 Hour Service
May	\$104,639.17	12 Hour Service
June	\$104,639.17	12 Hour Service
July	\$104,639.17	12 Hour Service
August	\$104,639.17	12 Hour Service
September	\$104,639.17	12 Hour Service
October	\$163,077.47	24 Hour Service
November	\$163,077.47	24 Hour Service
December	\$163,077.47	24 Hour Service
TOTAL	\$1,606,299.84	

Annual Gateway House Operating Costs		
Month	Operating Cost	Description
January	\$103,176.83	24 Hour Service
February	\$103,176.83	24 Hour Service
March	\$103,176.83	24 Hour Service
April	\$103,176.83	24 Hour Service
May	\$103,176.83	24 Hour Service
June	\$103,176.83	24 Hour Service
July	\$103,176.83	24 Hour Service
August	\$103,176.83	24 Hour Service
September	\$103,176.84	24 Hour Service
October	\$103,176.84	24 Hour Service
November	\$103,176.84	24 Hour Service
December	\$103,176.84	24 Hour Service
TOTAL	\$1,238,122.00	