

# TORONTO STAFF REPORT

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December 29, 2005

To: Community Services Committee

From: General Manager, Shelter, Support and Housing Administration

Subject: Annual Report on From the Streets into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing

Purpose:

This is the first annual report on the Streets to Homes initiative which covers all activity since City Council passed the report, "From the Streets into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing" at its meeting of February 1, 2 and 3, 2005.

Financial Implications and Impact Statement:

There are no financial implications arising from this report.

Recommendations:

It is recommended that this report be received for information.

Background:

City Council, at its meeting of February 1, 2 and 3 approved the report "From the Streets into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing". Recommendation 27 (l) of the report reads, "the Chief Administrative Officer, in conjunction with the General Manager, Shelter, Housing and Support, be requested to report back to Council, through the Community Services Committee, in one year, on the status and results of implementation of the recommendations in the report dated January 13, 2005, from the Chief Administrative Officer, the City Solicitor, the Commissioner of Community and Neighbourhood Services and the Acting Commissioner of Works and Emergency Services."

Recommendation 24 reads, "the General Manager, Shelter, Housing and Support report to Community Services Committee, every six months, on the results of outreach activities, access to public space and the development of affordable housing, the first report being due for the meeting of City Council on July 19, 2005." The first six month report was before Community

Services Committee at its meeting of June 29, 2005 and was received by City Council at its meeting of July 19, 20 and 21, 2005.

This annual report responds to both of these recommendations.

Comments:

The From the Streets into Homes report established a new policy direction for outreach activities, access to public space and the development of affordable housing. In total, the report contained 27 recommendations and 21 motions. This report provides an update about the progress related to the initiative and provides specific information about the outreach activities, access to public space and the development of affordable housing. A list of all recommendations and motions, and the status of each, is attached as Appendix A.

1. Housing Outcomes and Street Outreach

a) Housing Outcomes

The first four recommendations of the From the Streets into Homes report pertain to housing. The recommendations are:

- (1) City Council make a commitment to ending street homelessness by working with other orders of government, private sector landlords, such as the Greater Toronto Apartment Association, and community partners to implement an outreach-based and rent support-based Homelessness Strategy to assist homeless persons find permanent housing;
- (2) the City and its community partners further expand and intensify their outreach and placement activities and that those activities be co-ordinated with the work of private sector landlords and non-profit housing agencies which are opening new affordable and transitional housing units;
- (3) City staff work with the providers of market rent, social, supportive and alternative housing to ensure better co-ordination between their placement procedures;
- (4) outreach services continue to assist homeless persons in making applications for income support and to Housing Connections for social housing.

By working with private and non-profit housing providers in a more coordinated and intensive manner, a total of 533 people have been housed from the street since January through the various Streets to Homes programs – more than a person per day. This includes 115 people housed by non-profit street outreach providers and 178 people housed by City street outreach workers. Another 240 people have been housed by two initiatives operated by non-profit community agencies that connect with individuals who normally stay outside or do not use “traditional”

shelters with any regular frequency, but occasionally use the Assessment and Referral Centre or shelter at 110 Edward Street, or Out of the Cold programs.

An analysis of the 293 people housed by non-profit street outreach providers and City staff combined, provides insight into who the individuals are, the type of housing secured, the general location that clients are housed, and where individuals were staying before they were housed.

Of the 293 people housed, 76 per cent were male and 24 per cent were female. The average age of an individual housed by City staff is 38 years old. Fourteen per cent of the individuals housed by City staff have been under the age of 25. Four per cent have been 59 years of age or older.

Of the 293 people housed, 69 per cent moved into private market housing; 15 per cent moved into social housing; 13 per cent moved into supportive housing; and, 3 per cent moved into transitional housing.

Thirty-nine per cent of the individuals housed by non-profit street outreach providers and City staff were sleeping on a sidewalk prior to being housed; 23 per cent were sleeping on Nathan Phillips Square; 17 per cent were living in a self-built encampment; 9 per cent were sleeping in tents; 8 per cent were sleeping on park benches; 2 per cent were sleeping on steam grates; and, 2 per cent were sleeping in abandoned buildings.

The placement into housing has been tracked by Community Council District. Of the individuals housed by City staff and non-profit street outreach providers, 19 per cent have moved into housing in the Etobicoke Community Council District; 59 per cent have moved into housing in the Toronto/East York Community Council District; 8 per cent have moved into housing in the North York Community Council District; 13 per cent have moved into housing in the Scarborough Community Council District; and 1 per cent have moved into housing outside of the City of Toronto. It should be noted that each individual being housed has a say in the area of the City they are interested in living.

Most of the individuals housed have a history of chronic homelessness. Most of these individuals never, or else very sporadically, used shelters. Individuals encountered by street outreach workers continue to be assisted in making applications for income support and to Housing Connections.

Considerable work is done to help individuals retain their housing once they have been housed. Given the complexity of the issues and long-history of homelessness for most individuals housed, this is an intensive process. Of the 178 individuals housed by City staff, 93 per cent remain housed. Only 13 (7 per cent) have lost their housing because of incarceration, voluntarily vacating their unit or eviction. Currently, the Shelter, Support and Housing Administration Division is realigning some existing resources to enhance follow-up support functions to maintain and further improve the success rate of housing placements.

The Streets to Homes Unit is also working to leverage existing housing program opportunities at no additional cost to the City, by improving pathways into private sector housing and non-profit housing programs and/or taking advantage of existing housing assistance programs. For

example, Streets to Homes has negotiated agreements with several of the largest property management firms in the City, as well as non-profit housing providers such as Ecuhome and Fred Victor Centre to get access to housing for people leaving the street. The private sector has demonstrated flexibility and compassion in accommodating clients by showing flexibility in reference and eligibility requirements and lowering rents. Ecuhome and Fred Victor Centre have demonstrated excellent partnerships with the City in establishing successful housing outcomes for some of the “hardest to house” individuals. In addition, the Streets to Homes Unit has secured access to “hard-to-rent” units within TCHC. Each of these units have been offered to three people on the Housing Connections waiting list and have been refused each time. The Streets to Homes Unit has also recently taken advantage of the pilot Housing Allowance Program and will be able to make this available to individuals in January 2006.

b) Street Outreach Workers

Two recommendations of the From the Streets into Homes report relate to hiring of additional outreach workers. Recommendation 5 reads, “The Commissioner of Community and Neighbourhood Services and/or the General Manager of Shelter, Housing and Support be given delegated authority to allocate up to \$1,500,000 from the Supporting Communities Partnership Initiative (SCPI) to engage additional street outreach workers and housing follow-up workers...as well as related outreach and follow-up initiatives.” In addition, Recommendation 27 k (i) instructed staff, “To ensure that two of the six outreach workers prescribed in the Homeless Strategy have specifically proven skills in interacting with youth, to ensure that the delicate skill sets needed to do effective outreach to youth are in fact being employed.”

Both of these recommendations have been implemented. The City outreach team is comprised of nine individuals who do varying levels of direct service. In addition, the team has a research analyst and a manager. Three of the outreach workers have proven skills interacting with youth, with two of them having spent time working for homeless youth-serving community based agencies. The other members of the team have a range of skills in addictions, mental health, housing program development, corrections, community development, women’s homelessness, harm reduction and system management.

The funding approved by Council, however, has not been used solely for city outreach workers. \$300,000 has been allocated to three community agencies through a competitive Request for Proposal process for additional housing access and follow-up workers on the street. These three agencies, Youthlink (Ward 35), Native Men’s Residence (Ward 21), and Albion Neighbourhood Services (Ward 1), supplement existing street outreach services and ensure service delivery is available to youth and adults, Aboriginal and non-Aboriginal clients, and provide housing supports to homeless persons on the street in the downtown core as well as outlying areas.

c) Community Agency Funding for Homeless Programs and Services

Recommendation 11 of the From the Streets into Homes report requires that “criteria, assessment and funding procedures for grant programs related to housing and homelessness be revised as necessary to adhere to the City’s priority of finding permanent solutions for persons living outside”. Related to this is recommendation 27 3 (k) (viii) which requests a report “to the

Community Services Committee on an accountability framework, and measurement standards to evaluate the effectiveness of funds used to address homelessness in the City of Toronto.”

Implementation of these policy directions was the primary focus of the reapplication process in 2005 for community agencies to receive funding for homeless programs and services in 2006. As stated in the From the Street into Homes report, “To the greatest extent possible, City resources should be dedicated to getting people off the street into homes and helping them keep their housing”. As staff reviewed reapplications, they placed priority on supporting projects that help people who are living outside access housing, help people who are otherwise homeless or at risk of homelessness to access housing, and help people to keep their housing so they do not become homeless.

Previously there were seven program sectors to categorize activities delivered by community agencies. To align to the new policy direction, staff re-categorized activities into four program areas:

- Street Outreach – services that connect unsheltered homeless individuals who live outside with housing and support. 15 per cent of funding in 2006 will be invested in street outreach services.
- Housing Help – services that assist people who are living outside, living in a shelter or who are at risk of homelessness to find and keep housing. 67 per cent of funding in 2006 will be invested in housing help services.
- Drop-Ins – services that assist people who are living outside, by providing day time shelter and access points, and people who are at risk of homelessness to keep their housing and access support. 12 per cent of funding in 2006 will be invested in drop-in services.
- Special Projects – projects that require further review in light of the new policy direction. 4 per cent of funding in 2006 will be invested in special projects.

Agencies were advised of the changes and new policy direction through letters, meetings and the application process. City Council approved funding for agencies, aligned in these program sectors, at its meeting of December 5, 6, 7, 8, 9, 12, 14 and 16, 2005.

d) 110 Edward Street

The Assessment and Referral Centre and the shelter at 110 Edward Street have been key components of the Streets to Homes Initiative. Men and women that never, or else are reluctant to use traditional shelters have found the programs at 110 Edward to be welcoming and supportive of their needs: food and lodging, counselling, referrals, health and mental health supports, addiction and harm reduction services, an overnight street respite program, specialized housing support and coordinated access into the shelter system. The program has become a hub of services for people who have very serious substance use and mental health issues and struggle with behaviours which cannot be accommodated in many of the regular shelters. At 110 Edward they are sheltered and supported to access services and supports to stabilize, move into the regular shelter system and into housing.

The Assessment and Referral Centre is the only program of its kind in Toronto and is intended to facilitate and support the work that street outreach workers are doing. The Centre provides an accessible place where staff can encourage people to come inside anytime of the evening or night and rest, receive food and be supported. The Centre is open from 4:00 pm until 8:00 am. The hours were extended in November 2005 to open at this earlier hour (it had opened at 8:00 pm previously) so that the program could more effectively coordinate with street outreach staff. From December 16, 2004 until November 30, 2005, the Centre has served 2,348 different people – 45 per cent of whom came directly from the street or Nathan Phillips Square.

The shelter at 110 Edward Street accommodates 80 men and women, and has been a key component of the Streets to Homes Initiative because of its proximity to Nathan Phillips Square as well as the service approach used at the shelter. Up to November 30, 2005, the shelter had served 954 different people – 47 per cent of whom came directly from the street or Nathan Phillips Square.

e) Street Outreach Steering Committee

Recommendation 7 of the From the Streets into Homes report states, “The General Manager, Shelter Housing and Support convene a Street Outreach Steering Committee, comprised of senior staff from appropriate City Divisions, including Toronto EMS, the Toronto Police Service, a staff member of the Toronto Community Housing Corporation and a staff member of the Community and Neighbourhood Services Department, and key community partners including mental health, youth and Aboriginal services, shelter providers and local businesses, which will assist in and assess the implementation of the outreach strategy.”

There are 34 senior staff members on the Committee. These representatives were identified by community members and by City staff. A complete list of Committee members and the organization that they belong to is included as Appendix B. The terms of reference for the Committee are included as Appendix C. The Committee was formed in April and has held five meetings.

The purpose of the Committee is to provide strategic input, guidance and solutions to the street outreach strategy, particularly in the areas of the mobile multi-disciplinary team and determining the number and service needs of people on the street and in public spaces. All meetings of the Committee have worked on one or both of these items. In addition, two special forums have been held with experts from other jurisdictions to assist in the development of these components. In May a forum was held with experts from Vancouver, Edmonton, New York City and Chicago to discuss the development and implementation of a street needs assessment. In October a forum was held with experts from Calgary, Montreal, Ottawa, New York City and Chicago to discuss the development and implementation of a mobile multi-disciplinary street outreach team.

With regard to the Street Needs Assessment, the Street Outreach Steering Committee assisted in the development of the principles and methodology. With regard to the mobile multi-disciplinary street outreach team, the Street Outreach Steering Committee has discussed existing mental health and addiction services in Toronto, examined models of multi-disciplinary teams in

other jurisdictions, and is now working on the development of a model that will be implemented in Toronto.

f) Gaps in Street Outreach

Recommendation 3 (i) (ii) of the From the Streets into Homes report required that staff “report to the Community Services Committee... on the gaps in services that are identified by the City’s outreach services to the homeless”.

To respond to this recommendation, Streets to Homes staff undertook a comprehensive gap analysis which consisted of five phases: a review of existing literature; consultation with key informants; a survey to gather stakeholder input from frontline workers and their managers; analysis of the information received; and, reporting back to street outreach managers to discuss the findings and receive clarification and insights on the results.

This work was undertaken in August and September of 2005. A copy of the questionnaire and the results are attached as Appendix D. At several stages in this process focus groups were held with front line staff and managers of the high support street outreach teams to review the data and provide critical feedback to the analysis.

The top ten gaps identified in the needs analysis in priority sequence are:

1. New specialized services (such as mobile mental health)
2. Information sharing between agencies about specific clients
3. Increasing monthly income for persons on social assistance
4. Expert supports to frontline activities
5. Higher priority for homeless clients on housing waiting lists
6. Getting hospitals to keep clients
7. Emergency room specialized programs for homeless patients
8. Increased use of joint case conferences
9. Mobile multi-disciplinary teams
10. Access to detox services

Each of these items is discussed in greater length in the appendix. For matters of an operational nature that are within the City’s purview, staff will be working to address these gaps in 2006. Matters that fall within the jurisdiction of other orders of government will be tabled in discussions with governmental staff of the relevant ministries.

2. Street Needs Assessment

Recommendation 10 of the From the Streets into Homes report reads, “to better focus ongoing outreach activities, the General Manager, Shelter, Housing and Support recommend to Council for its meeting on July 19, 2005, through the Community Services Committee, an appropriate method for determining the number and service needs of homeless persons living on Toronto’s streets and in its public spaces, such report to also include information regarding the number of outreach workers deployed by the City and all City-funded agencies.”

City Council, at its meeting of October 26, 27, 28 and 31, 2005, approved the report, “Determining the Service Needs of Homeless Persons Living on Toronto’s Streets and in its Public Spaces”. On one evening/night in the spring, a needs assessment will be conducted of all individuals living outside, as well as in shelters. This will include a detailed census in the downtown core, samples of areas known to have homeless inhabitants outside the downtown core, as well as floodplains and watercourses. The results of the street needs assessment will be reported out to Council before its summer recess. The principles to guide the street needs assessment, as approved by City Council, are included as Appendix E. An overview of the approach to conducting the street needs assessment, as approved by City Council, is included as Appendix F.

### 3. Access to Public Space

Recommendation 15 of the From the Streets into Homes report reads, “In conjunction with the implementation of the Homelessness Strategy, City Council amend Nathan Phillips Square By-law (1994-0784) as proposed in Attachment III and adopt the Interdepartmental Service Protocol (Attachment II) to guide implementation of the amended by-law.”

Further guiding the work on Nathan Phillips Square and other public spaces is Recommendation 16 which states, “City outreach staff and other City services be directed to employ the interdepartmental service approach outlined in the text of this report and contained in Attachment II to ensure public space is maintained in a safe, clean, accessible condition by assisting those who live there access better alternatives.”

#### g) Nathan Phillips Square

City street outreach workers began providing service to the Square a few times per week in September 2004. Intensive street outreach (7 days per week) by City outreach workers began in March 2005. To date, Streets to Homes staff have worked with 300 different individuals who have stayed at Nathan Phillips Square at one time or another. Of these 300, 39 have been housed by City street outreach workers. As the table below demonstrates, there has been a significant decrease in the average number of individuals staying on the Square nightly since City outreach workers began working on the Square in September 2004.

Month	2004	2005
January	Data not collected	12
February	Data not collected	5
March	Data not collected	2
April	Data not collected	1
May	Data not collected	2
June	Data not collected	6
July	80	11
August	93	13
September	75	10
October	52	7

November	37	4
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Appendix G provides an illustration of the decline in the average number of individuals staying on the Square nightly.

Three things have made the decline possible. The first is the opening of 110 Edward Street in December 2004. The second has been the ability of City outreach workers to offer permanent housing as an option for people staying on the Square. The third has been outreach in the evening hours when outreach workers are able to assist many individuals to other programs and shelters. Key to the success of the evening hours outreach has been the Assessment and Referral Centre at 110 Edward Street. The welcoming environment at the facility and its proximity to the Square make it possible for outreach workers to help individuals get to 110 Edward Street, either by walking with them or providing straightforward directions.

h) Implementing the Interdepartmental Service Protocol for Homeless People Camping in Public Spaces

The Interdepartmental Protocol outlines how City divisions work co-operatively to achieve positive outcomes for homeless persons in the event of a required enforcement activity on the part of Transportation, Parks, Forestry and Recreation or Facilities and Real Estate. The Protocol stipulates that Shelter, Support and Housing Administration staff conduct a needs assessment of the individuals camping at each location and exhaust all service options before a decision to enforce the Protocol is made. Once a decision to enforce is made, a formal notice is placed at the site by the enforcing Division outlining when the individuals need to vacate the site by. A notice by Shelter, Support and Housing Administration is also posted outlining additional service options. The complete protocol, as approved by City Council, is included as Appendix H.

Since February when the From the Streets into Homes report was adopted by Council, City outreach workers have investigated 111 known or suspected situations of individuals living in public spaces in 25 different Wards (2, 5, 7, 10, 11, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 25, 26, 27, 28, 29, 30, 34, 36 and 44). On 17 occasions (15 per cent of the time) a formal notice has been required indicating that the individual must leave. Appendix I outlines the locations where the Interdepartmental Protocol has been implemented. The remaining 94 situations were resolved in various ways such as housing the individuals in a short period of time, having the individuals accept shelter services and the individuals voluntarily leaving the site. In some instances the individuals suspected to be living in public spaces already had housing and were staying outside for a short period of time, usually to associate with friends.

At each location Streets to Homes staff make extra efforts to ensure personal items such as identification, documents and photographs are not lost by sorting through all of the materials before the site is cleared of debris. In the event that these items are found, Streets to Homes staff make all reasonable efforts to contact the homeless individual to let them know that their personal items are not lost, and the enforcing Division (Transportation, Parks, Forestry and Recreation) hold the items for a limited period in safekeeping.

Non-profit street outreach providers are important partners in providing additional service options to individuals leading up to the time of enforcement, and providing supports and transportation from the site in the event that enforcement occurs.

#### 4. Development of Affordable Housing

Since the adoption of the From the Streets into Homes report and the last progress report of June 2005, Toronto City Council has taken additional steps to speed up the development of affordable housing. City Council at its meeting of June 28, 29, 30, 2005 endorsed the creation of the Affordable Housing Committee and the Affordable Housing Office. The Affordable Housing Office was operational as of October 3, 2005. The Affordable Housing Committee held its inaugural meeting on October 12, 2005. Staff continue to move previously approved affordable housing projects through to construction and occupancy as expeditiously as possible.

These initiatives, combined with new federal/provincial funds for affordable housing will assist in moving the affordable housing agenda forward. To date, Council has communicated to the province its intention to participate in the Canada-Ontario Affordable Housing Program (AHP) which in the first wave of funding will provide \$78 million in capital to support the creation of 1,125 new rental homes. Council has also moved forward with the selection of two “Strong Start” projects as the first to proceed under the Program. These two sites (110 Edward Street – Ward 27 and Wychwood Green/Art Barns – Ward 21) have the potential to generate up to 326 new affordable housing units.

In January of 2006, the Affordable Housing Committee will be considering a Housing Delivery Plan for delivery of affordable housing in 2006. This plan will present general priorities, consultation results, RFP criteria and the required timing for the successful selection and roll-out of approximately 800 affordable housing units under the new AHP. In addition, details regarding the commencement and process for the development of a new Municipal Housing Strategy will be brought forward.

##### i) Development to Date

In 2005, 550 new units of affordable housing were approved by Council. An additional 59 units of transitional housing were also approved for development. The announcement of the new Canada-Ontario Affordable Housing Program in late August, together with the tight timelines for selection of affordable housing projects under the Strong Start component (October 31<sup>st</sup>) precluded the issuance of a broad Request for Proposals in 2005. As noted above, a Request for Proposals will be issued in 2006.

##### j) Identification of Affordable Housing Opportunities in Local Wards

Recommendation 27 3 (k) (iv) of the From the Streets into Homes report states, “as part of the housing plan, to canvass all Councillors to determine what lands or facilities may be available in their Wards towards the development of the 1,000 affordable and transitional housing units...”

Approximately half of all city councillors have responded to a request to identify lands or facilities that may be available in their wards for affordable and transitional housing. An inter-divisional affordable housing team is pursuing additional responses and analysing the private and public sites submitted to date for their development potential. The Affordable Housing Office will be reporting on the matter in 2006.

k) Progress Report on the Use of 110 Edward Street as Affordable Housing

Recommendation 27 3 (h) of the From the Streets into Homes report requests a report back on progress with respect to the negotiations for the possible use of 110 Edward Street for affordable housing. At its February meeting (Report No. 2, Clause No. 1 of the Policy and Finance Committee), Council granted authority to staff to enter into negotiations with the owner, the Rotary-Laughlin Centre, for the purpose of purchasing the property located at 110 Edward Street for affordable housing.

Following Council direction, staff negotiated and executed an agreement to purchase the site subject to conditions in November 2005. The Province announced on November 28, 2005, that the project has approved funding, subject to terms and conditions, in the amount of \$21,000,000 for the acquisition and redevelopment of the site under the Affordable Housing Program – Strong Start Funding.

5. 2006 Outlook for Streets to Homes

In 2006, it is anticipated that Streets to Homes will continue to house individuals directly from the street. Follow-up supports will be enhanced in 2006 to help ensure the best possible long-term outcomes for the individuals that are housed. City staff will also look to expand partnership opportunities.

The Street Needs Assessment will be conducted in the spring of 2006. The results of the needs assessment will be reported to City Council before it takes its summer recess.

The Mobile Multi-Disciplinary Street Outreach Team is anticipated to be operational in 2006. This team will provide a unique and necessary service to individuals living outdoors. It is anticipated that more individuals with mental health and addictions issues will be able to end their state of homelessness as a result of this team.

City outreach workers will continue to provide service to individuals living on public space, including Nathan Phillips Square. Wherever possible, City outreach workers will attempt to achieve a positive housing outcome for individuals living in public spaces.

City staff will also increase partnership and communication with other orders of government, and in particular key provincial ministries such as the Ministry of Health and Long-term Care.

Conclusions:

The Streets to Homes Initiative is achieving positive outcomes in partnership with community agencies across the entire City. To date, 533 people have been housed from the street – more than one per day. Through intensive outreach and the availability of 110 Edward Street, the number of homeless people staying on Nathan Phillips Square is low. Most situations where there are individuals camping on public spaces are resolved without formal notice. In addition, 550 new units of affordable housing and 59 units of transitional housing were approved by Council in 2005 for development.

Toronto City Council has taken additional steps to speed up the development of affordable housing through the creation, in 2005, of an Affordable Housing Office and an Affordable Housing Committee of Council.

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List of Attachments:

Appendix A: From the Street into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing: Recommendations and Adopted Motions – Status and Activities Completed to Date as of December 16, 2005

Appendix B: Street Outreach Steering Committee Members

Appendix C: Street Outreach Steering Committee Terms of Reference

Appendix D: Gap Analysis of Street Outreach Services

Appendix E: Principles to Govern the Street Needs Assessment

Appendix F: Overview of Street Needs Assessment Approach

Appendix G: Average Number of People Staying at Nathan Phillips Square Nightly

Appendix H: City Of Toronto Interdepartmental Service Protocol For Homeless People  
Camping In Public Spaces

Appendix I: Implementation of the Interdepartmental Protocol of Homeless Persons Camping in  
Public Spaces (February 1, 2005 – November 30, 2005)

Appendix A:  
 From the Streets into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing  
 Recommendations and Adopted Motions – Status and Activities Completed to Date as of December 16, 2005.

Recommendations	Status and Activities Completed to Date
(1) City Council make a commitment to ending street homelessness by working with other orders of government, private sector landlords, such as the Greater Toronto Apartment Association, and community partners to implement an outreach-based and rent support-based Homelessness Strategy to assist homeless persons find permanent housing;	Policy statement. No further action required.
(2) the City and its community partners further expand and intensify their outreach and placement activities and that those activities be co-ordinated with the work of private sector landlords and non-profit housing agencies which are opening new affordable and transitional housing units;	Three community agencies selected to provide outreach linked housing access and follow up services beginning summer 2005 for one year. See recommendation (5) for funding source.
(3) City staff work with the providers of market rent, social, supportive and alternative housing to ensure better co-ordination between their placement procedures;	Meetings held with housing providers and several referral agreements in place to ensure placement procedures are linked to referrals from City street outreach staff.
(4) outreach services continue to assist homeless persons in making applications for income support and to Housing Connections for social housing;	See recommendations (2) and (3). Each homeless person is asked whether they wish to apply for income support or Housing Connections. If so, outreach workers accompany individuals to appointments. City outreach workers also have Toronto Applicant Waiting List access to update housing applications for social housing.

<p>(5) the Commissioner of Community and Neighbourhood Services and/or the General Manager of Shelter, Housing and Support be given delegated authority to allocate up to \$1,500,000.00 from the Supporting Communities Partnership Initiative (SCPI) to engage additional street outreach workers and housing follow-up workers (including up to six temporary positions) as well as related outreach and follow-up initiatives;</p>	<p>Staff hired and City street outreach unit established. Unit is funded and staff positions approved until December 31, 2006.</p>
<p>(6) up to \$1,100,000.00 be allocated from the Mayor's Homeless Initiative Reserve Fund to fund an emergency shelter facility including assessment and referral services as well as extended drop-in hours, for Winter 2005-2006, with an adjustment to the 2005 Operating Budget of \$300,000.00 gross and \$0 net;</p>	<p>110 Edward Street Assessment and Referral Centre opened December 16, 2004. 110 Edward Street 80 bed Shelter opened December 22. Funds available for winter 2005-06.</p>
<p>(7) the General Manager, Shelter Housing and Support convene a Street Outreach Steering Committee, comprised of senior staff from appropriate City divisions, including Toronto EMS, the Toronto Police Service, a staff member of the Toronto Community Housing Corporation and a staff member of the Community and Neighbourhood Services Department, and key community partners including mental health, youth and Aboriginal services, shelter providers, and local businesses, which will assist in and assess the implementation of the outreach strategy;</p>	<p>Street Outreach Steering Committee (SOSC) established.  Five meetings held in 2005.</p>
<p>(8) the Toronto Police Service be requested to participate in the work of the Street Outreach Steering Committee and that this report be forwarded to the Toronto Police Services Board for its response;</p>	<p>TPS appointed a representative to SOSC.</p>
<p>(9) the Street Outreach Steering Committee support the development of a street multi-disciplinary outreach team and service protocols designed to address the specific needs of homeless persons living with personality disorders, mental illness, addictions and developmental challenges;</p>	<p>Research begun and alternative approaches discussed by SOSC. Draft models created.  Forum of experts in the field from Chicago, NYC, Montreal, Calgary and Ottawa held in October 2005.</p>

<p>(10) to better focus ongoing outreach activities, the General Manager, Shelter Housing and Support recommend to Council for its meeting on July 19, 2005, through the Community Services Committee, an appropriate method for determining the number and service needs of homeless persons living on Toronto's streets and in its public spaces, such report to also include information regarding the number of outreach workers deployed by the City and all City-funded agencies;</p>	<p>Council approved report at its meeting of October 26, 27, 28 and 31, 2005.</p>
<p>(11) criteria, assessment and funding procedures for grant programs related to housing and homelessness be revised as necessary to adhere to the City's priority of finding permanent solutions for persons living outside;</p>	<p>First series of changes approved by Council in December 2005. Implementation begins January 1, 2006. Review of drop-in sector will begin in 2006</p>
<p>(12) the City work with hospitals and correctional facilities to ensure specific housing options are included in discharge plans for those leaving care and custody;</p>	<p>Pilot project underway with Central North Corrections for persons returning to Toronto upon release. Discussions held with John Howard Society about improving discharge housing plans at local Toronto detention centres.</p>

<p>(13) the Commissioner of Community and Neighbourhood Services and/or the General Manager, Shelter Housing and Support be given delegated authority to allocate up to \$700,000.00 from the Supporting Communities Partnership Initiative to fund a pilot program designed to:</p> <ul style="list-style-type: none"> <li>(a) assess the health needs of the homeless to assist them in accessing the most appropriate care;</li> <li>(b) improve discharge planning from hospitals and correctional institutions; and</li> <li>(c) facilitate the sharing, where permitted by law, of relevant medical information;</li> </ul> <p>in order to decrease the number of homeless individuals with severe and persistent illnesses on the street and in shelters.</p>	<p>St. Michael's Hospital developing and piloting a new method for working with homeless individuals in this regard.</p> <p>Part b of this recommendation addressed as part of recommendation 12</p>
<p>(14) the Commissioner of Community and Neighbourhood Services and/or the General Manager, Shelter Housing and Support be given delegated authority to issue requests for proposals and execute agreements on behalf of the City as deemed necessary to allocate the SCPI funds outlined in Recommendations (5) and (13);</p>	<p>Delegated Authority.</p> <p>No further action required.</p>
<p>(15) in conjunction with the implementation of the Homelessness Strategy, City Council amend the Nathan Phillips Square By-law (1994-0784) as proposed in Attachment III and adopt the Interdepartmental Service Protocol (Attachment II, as amended) to guide implementation of the amended by-law;</p>	<p>Completed.</p>
<p>(16) City outreach staff and other City services be directed to employ the interdepartmental service approach outlined in the text of this report and contained in Attachment II to ensure public space is maintained in a safe, clean, accessible condition by assisting those who live there to access better alternatives;</p>	<p>City outreach workers have investigated 111 known or suspected situations of individuals living in public spaces in 25 different Wards. On 17 occasions (15 per cent of the time) a formal notice to vacate has been required.</p>

<p>(17) City Council support an achievable annual target of 1,000 new affordable housing units in the City of Toronto, including at least 500 to be targeted to low-income households on a rent-geared-to-income basis and urge the federal and provincial governments to reach an agreement enabling the Affordable Housing Program to proceed without delay and the General Manager, Shelter Housing and Support, report to the Community Services Committee, on an annual basis, as to the progress made in this regard;</p>	<p>On August 31, 2005 federal and provincial governments announced the Canada-Ontario Affordable Housing Program (AHP) and an allocation of 1,125 units to the City under the Wave 1 allocation for a total of \$78.75 million in capital. This includes an allocation of units for rental (840), mental health (168) and domestic violence (117).</p> <p>In 2005, 550 new units of affordable housing were approved by Council. An additional 59 units of transitional housing were also approved for development. The announcement of the new Canada-Affordable Housing Program in late August, together with tight timelines for selection of affordable housing projects under the Strong Start component (October 31<sup>st</sup>) precluded the issuance of a broad Request for Proposals in 2005. A Request for Proposals will be issued in 2006.</p>
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<p>(18) in order to meet the housing targets outlined in Recommendation (17), \$11,200,000.00 plus interest from the settlement between the City and the Province of Ontario in regard to cancellation of certain social housing projects by the former provincial government be allocated to the Capital Revolving Fund for affordable housing to support affordable housing activities in 2005 and beyond;</p>	<p>City Council on July 19, 20, 21 and 26, 2005 approved \$2,640,000 from the Capital Revolving Fund for the development by TCHC of 220 affordable housing units as part of the Regent Park Revitalization Plan, Phase I (Ward 28).</p> <p>City Council on October 26, 27, 28 and 31, 2005 approved \$5,500,000 from the Capital Revolving Fund for the development of 300 affordable housing units at 110 Edward Street (Ward 27).</p>
<p>(19) up to \$900,000.00 for a variety of activities including two temporary positions be allocated from the Mayor's Homeless Initiative Reserve Fund to expedite pre-development work by the City on affordable housing developments, with an adjustment to the 2005 Operating Budget of \$250,000.00 gross and \$0 net;</p>	<p>Funds available for pre-development work.</p> <p>Temporary staff to be hired.</p>
<p>(20) the Commissioner of Community and Neighbourhood Services and/or the General Manager, Shelter Housing and Support be given delegated authority to issue requests for proposals and execute agreements on behalf of the City as deemed necessary to allocate up to \$900,000.00 in accordance with the provisions of Recommendation (19) to expedite pre-development work on affordable housing developments;</p>	<p>Delegated authority.</p> <p>No further action required.</p>
<p>(21) the terms of reference for the Mayor's Homeless Initiative Reserve Fund be expanded to include pre-development due diligence work for affordable housing development;</p>	<p>Completed.</p>

<p>(22) \$3,000,000.00 from the settlement between the City and the Province of Ontario in regard to cancellation of certain social housing projects by the former provincial government be allocated to the Mayor's Homeless Initiative Reserve Fund for use in the development of transitional housing;</p>	<p>Council approved \$1,491,072 in allocations to 59 transitional housing units in 3 projects (April 2005).</p> <p>Housing providers to undertake an assessment as to how the placement procedures for their transitional housing projects can assist in implementing the Street to Homes Strategy.</p> <p>Council on October 26, 27, 28 and 31, 2005 approved \$500,000 from the Fund towards the cost of developing supportive housing at 110 Edward Street (Ward 27)</p>
<p>(23) the General Manager, Shelter Housing and Support convene an interdepartmental working group to identify unused or derelict publicly and privately owned buildings and land suitable for development or conversion to supportive, transitional and affordable housing use, and the Chief Administrative Officer be requested to compile a list from all agencies, boards, commissions and City departments of any under-utilized City-owned facilities or properties, with suggestions for possible consolidation of operations, with the intent that any surplus facilities identified be made available for affordable housing, such review to include 423 Old Weston Road in Ward 17;</p>	<p>Interdivisional Staff Team on Affordable Housing established and first meeting held on August 26, 2005.</p> <p>Interdivisional Staff Team on Affordable Housing now chaired by the Affordable Housing Office, which will report out on results to the Affordable Housing Committee in 2006.</p>
<p>(24) the General Manager, Shelter Housing and Support report to Community Services Committee, every six months, on the results of outreach activities, access to public space and the development of affordable housing, the first report being due for the meeting of City Council on July 19, 2005;</p>	<p>Ongoing.</p>

<p>(25) the 2005 EMT Recommended Operating Budget for Shelter, Housing and Support be increased by \$0.550 million gross and \$0.0 net including the addition of eight temporary positions to reflect the 2005 component of the initiatives detailed in this report;</p>	<p>Financial adjustment. No further action required.</p>
<p>(26) City Council urge the provincial government to:</p> <p>(a) support the creation of new supportive housing units in Toronto including new supportive housing rent supplements;</p> <p>(b) provide funding for new rent supplements as well as additional housing allowances;</p> <p>(c) permit the conversion of shelter per diems for use as housing supports and portable rent supplements to assist homeless persons make the transition from the streets and shelters into permanent housing, and that this be considered the highest priority in ‘seat at the table’ discussions with the provincial government in requesting flexibility in the use of shelter per diems for rent supplements;</p>	<p>An allocation of 285 supportive housing units to the City announced on August 31, 2005 by the federal and provincial governments. This includes an allocation of 168 units for mental health and 117 units for victims of domestic violence (see also item 17).</p> <p>100 supportive housing rent supplements allocated to 110 Edward Street redevelopment by the Provincial Ministry of Health and Long Term Care.</p> <p>An allocation of 1,800 housing allowances announced for Toronto on August 31, 2005, totaling \$37.8 million.</p> <p>Issue tabled with Provincial staff (including Deputy Minister November 23, 2005) at meetings with City staff. Provincial staff have indicated that they face regulatory constraints in relation to per-diem conversion, but that policy staff are currently reviewing the issue and are</p>

<p>(d) increase funding to the Supports for Daily Living (SDL) program to help ensure that as new affordable housing units become available the necessary supports are in place to help new residents keep that housing;</p> <p>(e) work with the City to implement and fund a co-ordinated system in Toronto for access to supportive housing;</p> <p>(f) establish an inter-ministerial working group on affordable and supportive housing to work with City of Toronto staff to improve the delivery of housing and housing support services to the homeless and facilitate co-ordination between the municipal and provincial governments;</p> <p>(g) close service gaps in the diagnosis and treatment system for homeless persons with mental health and addiction issues by increasing the number of mental health, addiction treatment, detox, and infirmary beds and ensuring these services are available to homeless persons;</p>	<p>willing to entertain specific proposals.</p> <p>Awaiting provincial response. Discussions with provincial staff on December 13, 2005.</p> <p>Awaiting provincial response. Discussions with MOHLTC staff held on December 13, 2005.</p> <p>First meeting held with MCSS Deputy Minister on November 23, 2005.</p> <p>Meeting with MOHLTC staff held December 13, 2005.</p> <p>Meeting with MOHLTC staff held on December 13, 2005.</p> <p>Awaiting provincial response.</p>
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Adopted Motions	Status and Activities Completed to Date
(a) City Council call upon the Federal and Provincial governments to support the 'One Percent Solution' and dedicate 1 percent of the budget to housing at the federal and provincial level;	Awaiting federal and provincial responses.
(b) City Council request the Province to amend the Provincial Social Housing Reform Act, to cost share subsidized housing, as is the case in every other provincial jurisdiction, rather than the current practice shared only by the federal government and the City (for a savings of \$226.2 million to the City);	Awaiting provincial response.
(c) City Council request the Minister of Community and Social Services to give favourable consideration to the reallocation of hostel per diems into portable rent supplements to facilitate the movement of shelter residents into permanent affordable housing and that she be requested to communicate her response to this Council as soon as possible;	Awaiting provincial response. See also recommendation 26(c)
(d) with the support of other orders of government, the City of Toronto reconfirm its overall commitment to the annual target of building 2,000 units of affordable housing and 1,000 units of supportive housing, as identified in Anne Golden's Report on Homelessness; and, further, that the targets referred to in Recommendation (17) be recognized as the number that the City can realistically achieve with its investment of \$11.2 million in 2005;	Policy statement.  No further action required.
(e) City Council strongly urge the Toronto District Catholic School Board to waive its development charges on affordable housing units;	Awaiting response from TDCSB.
(f) the section of the City of Toronto Municipal Code dealing with Public Squares be amended to prohibit camping on public squares, including civic centres, in a manner similar to the amendment to the Nathan Phillips Square By-law, as set out in Recommendation (15) in the report dated January 13, 2005, from the Chief Administrative Officer, the City Solicitor, the Commissioner of Community and Neighbourhood Services and the Acting Commissioner of Works and Emergency Services;	Completed. The by-law amending Chapter 636 was enacted by Council at its meeting of July 21, 2005

<p>(g) the Chief Administrative Officer, in consultation with the Commissioner of Community and Neighbourhood Services and the Chief Financial Officer and Treasurer, be requested to undertake discussions with the appropriate parties, in order to extend the operation of the temporary Edward Street Shelter beyond May 2005, and report to the Policy and Finance Committee for its meeting on February 15, 2005, on options for financing the extended shelter operations in the 2005 Operating Budget, such report to also examine options for developing the site for affordable housing;</p>	<p>Report submitted to Policy and Finance committee on February 15, 2005. Authority granted to staff to negotiate an extension to the lease and to negotiate an agreement of purchase and sale.</p> <p>Report regarding extended use of 110 Edward Street as a shelter and assessment and referral centre approved by Council at its meeting of May 17, 18, 19, 2005. Authority granted to operate 110 Edward Street on a month to month basis until April 2006.</p> <p>Report submitted to Community Services Committee on November 8, 2005 seeking approval to extend temporary shelter and assessment and referral centre at 110 Edward Street from May 2006 to December 2006. The report is currently being reviewed by BAC.</p> <p>City Council on October 26, 27, 28 and 31, 2005 approved 110 Edward Street for funding under the Strong Start component of the Canada-Ontario Affordable Housing Program and for federal and provincial funding of up to \$21 million.</p>
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	Provincial funding of \$21 million approved with conditions November 28, 2005.
(h) the Commissioner of Community and Neighbourhood Services be requested to report to the Community Services Committee meeting on June 29, 2005, on any progress with respect to the negotiations for the possible use of 110 Edward Street for affordable housing, the replacement of the shelter beds and the Assessment Facility located there when the shelter closes, and on any progress in finding a new winter Assessment and Referral Shelter to open in November 2005;	Update on the affordable housing negotiations was included in report submitted to Community Services Committee June 29, 2005.  See also (g) above.
(i) the Chief Administrative Officer be requested to: <ul style="list-style-type: none"> <li>(i) report to the Community Services Committee on developing a mechanism and process, in order to prepare a proposal, for presentation to the Minister of Health and the Minister of Community and Social Services, which would address the funding and program issues that impact persons in need of mental health and addiction support;</li> <li>(ii) report to the Community Services Committee, in September 2005, on the gaps in services that are identified by the City's outreach services to the homeless; and</li> <li>(iii) report to Council, through the Community Services Committee, on the New York City experience, under Mayor Bloomberg, which indicates that a high number of subsidized housing units have recently been built and that the sources of funding for this housing be included;</li> </ul>	First presentation to MCSS Deputy Minister on November 23, 2005.  Discussions with MOHLTC staff on December 13, 2005  Completed. Included in the January 2006 Annual Report on Streets to Homes.  Shelter, Support and Housing Administration has been in discussions with New York City staff.
(j) the Commissioner of Community and Neighbourhood Services, in consultation with other City officials, be requested to increase the efforts being made to rid the shelters of bed bugs and make every possible effort to ensure the health and personal safety of clients, and report back on these issues as part of the Quality Assurance report due to be considered by Council in the first half of 2005;	Quality Assurance report approved by Council at its meeting of July 19, 20 and 21, 2005, and included a section on bed bugs.

<p>(k) the Commissioner of Community and Neighbourhood Services be requested:</p> <ul style="list-style-type: none"> <li>(i) to ensure that two of the six outreach workers prescribed in the Homeless Strategy have specifically proven skills in interacting with youth, to ensure that the delicate skill sets needed to do effective outreach to youth are in fact being employed;</li> <li>(ii) to consult with existing youth-serving agencies to discuss ways that a peer-to-peer counselling approach, meaning employment of formerly homeless youth for the task, could be utilized in their service delivery and report to the Community Services Committee after the 2005 Community Partnership Initiative Process, on those agencies known to be employing a youth peer-to-peer mentoring approach to building youth access to services;</li> <li>(iii) to present quarterly reports on the development of the 1,000 transitional and affordable housing units to be delivered in 2005 and for the 995 units covered by housing allowances, rent supplements, and new supportive housing rent supplements and that the first report be submitted to the Community Services Committee in April 2005;</li> <li>(iv) as part of the housing plan, to canvass all Councillors to determine what lands or facilities may be available in their Wards towards the development of the 1,000 affordable and transitional housing units and that this be reported to the April 2005 meeting of Community Services Committee;</li> </ul>	<p>Completed.</p> <p>Under development.</p> <p>First report went forward to Community Services Committee on April 27, 2005.</p> <p>Underway. Update included in reports to Community Services Committee on April 27, 2005 and June 29, 2005.</p>
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<p>(v) to identify, on a ward-by-ward basis, all private sector units that are currently in receipt of rental supplements, and that each Member of Council be provided with a list of these units located in his/her Ward, subject to any privacy limitations;</p> <p>(vi) to submit a report to the Community Services Committee for its meeting scheduled to be held on April 27, 2005, on a training and employment plan to assist homeless persons to find employment;</p> <p>(vii) to investigate the Wilson Foundation model, in Rochester, New York, involving City-owned housing, and report to the Community Services Committee on the feasibility of implementing such a model in Toronto;</p> <p>(viii) to report to the Community Services Committee on an accountability framework and measurement standards to evaluate the effectiveness of funds used to address homelessness in the City of Toronto; and</p> <p>(ix) to report to the Community Services Committee, in six months, on the effectiveness of the measures being used to remove the homeless from Nathan Phillips Square;</p>	<p>Completed. To be distributed to each Member of Council in January 2006.</p> <p>Completed. Reported to Community Services Committee May 26, 2005.</p> <p>A report was submitted to Community Services Committee at its meeting of October 11, 2005. The Committee requested additional information.</p> <p>To be considered as part of recommendation (11).</p> <p>Update included in report to Community Services Committee June 29, 2005. Additional information provided as part of Annual Update Report.</p>
<p>(1) the Chief Administrative Officer, in conjunction with the General Manager, Shelter, Housing and Support, be requested to report back to Council, through the Community Services Committee, in one year, on the status and results of implementation of the recommendations in the report dated January 13, 2005, from the Chief Administrative Officer, the City Solicitor, the Commissioner of Community and Neighbourhood Services and the Acting Commissioner of Works and Emergency Services.</p>	<p>Completed.</p> <p>This report is the first annual report on the Streets to Homes Initiative.</p>

Appendix B - Street Outreach Steering Committee Members

Mark Aston Executive Director Fred Victor Centre	Stephen Hwang Population Health Epidemiologist Centre for Research on Inner City Health, St. Michael's Hospital
Peggy Birnberg Executive Director Houselink Community Homes	Liz Janzen Director, Healthy Communities Toronto Public Health
Sandy Birnie Executive Director Youthlink	Andy Koropeski Director Transportation Services
Phil Brown General Manager Shelter, Support and Housing Administration	Hugh Lawson Director Toronto Community Housing Corporation
Brad Butt Executive Director Greater Toronto Apartment Association	Maura Lawless Manager, Operations & Support Services Shelter, Support and Housing Administration
Katherine Chislett Director, Housing & Homelessness Supports & Initiatives Shelter, Support and Housing Administration	Steve Lurie Executive Director Canadian Mental Health Assoc. (CMHA), Toronto Branch
Laura Cowan Executive Director Street Health Community Nursing Foundation	Peter MacIntyre Manager, Community Safeguard Services Toronto EMS
Iain De Jong Manager, Streets to Homes Shelter, Support and Housing Administration	Susan Meikle Executive Director Toronto North Support Services
Mike Donnelly Constable Toronto Police Service, Community Programs	Todd Minerson Executive Director Touchstone Youth Shelter
Karen Gaunt Clinical Leader/Manager Emergency St. Michael's Hospital	Jim O'Neill Director, Inner City Health Program St. Michael's Hospital
Alexander Greer Executive Director The Ontario Mental Health Foundation	Dion Oxford Director Salvation Army Gateway
Angie Hains Executive Director Ecuhome Corporation	Tona Robis Director Social Services Division
Michelle Haney-Kileeg General Manager Housing Connections	Greg Rogers Executive Director John Howard Society of Toronto
Joe Hester Executive Director Anishnawbe Health Toronto	Wayne Skinner Deputy Clinical Director, Addictions Program Centre for Addiction and Mental Health

## Appendix B - Street Outreach Steering Committee Members

Lucy Stern Manager Toronto Parks, Forestry and Recreation	Megan Winkler Operations Co-ordinator Downtown Yonge BIA
Chiara Tassone Manager, Shared Care Clinical Outreach Service, Treatment Unit 2-2 Centre for Addiction and Mental Health	Brigitte Witkowski Executive Director Mainstay Housing
Victor Willis Executive Director Parkdale Activity Recreation Centre	Robin Griller Manager Toronto Drop-in Network

The changes in membership since the July Streets to Homes update report are as follows:

- Lucy Stern, Parks, Forestry and Recreation, replaced Kathy Wiele
- Greg Rogers was previously with Native Men's Residence. He remains on the Committee and is now with the John Howard Society.
- Peter MacIntyre, Toronto EMS, replaced Alan Craig
- Robin Griller represents the Toronto Drop-in Network.

## **Appendix C: Street Outreach Steering Committee Terms of Reference** (April 21, 2005)

### **Background**

At its meeting of February 1-3, 2005, Toronto City Council approved the Policy and Finance Committee report *From the Street Into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing*, Attachment I. City Council directed Shelter, Support and Housing Administration Division to establish a Street Outreach Steering Committee (SOSC) to assist in and assess the implementation of the outreach strategy. This strategy is consistent with the City's role as Consolidated Service Manager for homelessness as designated by the Province of Ontario.

### **Purpose:**

The role of the Committee is to assist in and assess the implementation of the outreach strategy component of the Streets to Homes strategy. This will include at least the following:

- Providing input on how to better coordinate outreach services and providers of affordable and transitional housing to access housing opportunities;
- Addressing and streamlining specific challenges that prevent persons moving into homes, including income support, social housing applications, alternative and supportive housing applications, access to health and supportive services, and any other barriers to housing;
- Supporting the development of a multi-disciplinary outreach team and service protocols designed to address the specific needs of homeless persons suffering from personality disorders, mental illness and addictions;
- Providing input into the development of an appropriate method for determining the number and service needs of homeless people living on Toronto streets and in its public spaces; and
- Providing input into strategies to meet the City's commitment to ending street homelessness.

### **Membership:**

The SOSC will be "comprised of senior staff from appropriate City divisions, including Toronto EMS, the Toronto Police Service, a staff member of the Toronto Community Housing Corporation and a staff member of the Community and Neighbourhood Services Department, and key community partners including mental health, youth and Aboriginal services, shelter providers, and local businesses..." (Recommendation 7).

### **Roles and Responsibilities of Members:**

- Will attend meetings of the committee to provide comments, suggestions, expertise and feedback to assist in implementing Council's strategy.

- Members are not expected to represent or speak on behalf of their sectors but rather to provide expertise and feedback based on their knowledge of and experience in working in their respective areas.
- Should a committee member not be able to attend a meeting there will be no alternates.
- Where required, members will be expected to respect the confidentiality of materials presented and discussed.

### **Frequency of Meetings:**

Meetings will be convened monthly for the first few months, then as required.

### **Administration/Decision-Making**

The Steering Committee will be chaired by the General Manager of Shelter, Support and Housing Administration Division. City staff will provide administrative support for the committee.

The SOSOC provides advice and assistance to support implementing the street outreach strategy. Decisions regarding the strategy will rest with the City.

### **Reporting to Council**

The General Manager of the Shelter, Support and Housing Administration Division was directed by Council to report to Community Services Committee at regular intervals on the progress of outreach activities. The work of the SOSOC will be included in these reports.

## **Appendix D – Gap Analysis of Street Outreach Services**

### **Council Direction**

Recommendation 3 (i) (ii) of the report “From the Street into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing” approved by City Council at its meeting of February 1, 2 and 3, 2005, required that staff “report to the Community Services Committee... on the gaps in services that are identified by the City’s outreach services to the homeless”.

### **Process**

To respond to this recommendation, Streets to Homes staff undertook a comprehensive gap analysis which consisted of five phases:

- (1) Review existing literature: this review consisted of documents from several international sources that describe specific approaches for conducting gap analysis of services for people who are homeless.
- (2) Consultation with key informants: discussions were held with outreach service providers, clients and gap analysis experts to define the scope of an appropriate analysis and select the appropriate strategies for implementing the analysis.
- (3) Implementation: A survey tool was developed that provided an opportunity for broad stakeholder input. Frontline staff and managers from agencies that receive funding from the City of Toronto to conduct street outreach and Streets to Homes staff used this tool to identify and prioritize gaps.
- (4) Analysis: The completed surveys were coded and tested for significance and validity. Key findings and conclusions were drawn from the analysis.
- (5) Reporting back: The results were presented to street outreach managers in person and electronically. This provided opportunities for discussion of the results and clarification of the results.

This work was undertaken in August and September of 2005. A copy of the questionnaire and the results are included with this appendix. At several stages in this process focus groups were held with front line staff and managers of the high support street outreach teams to review the data and provide critical feedback to the analysis.

### **Current Street Outreach Services**

Street outreach services are currently delivered by non-profit agencies who receive grant funding from the City of Toronto. These agencies are: Agincourt Community Services Association, Albion Neighbourhood Services, Anishnawbe Health Toronto, Central Neighbourhood House, Christie-Ossington Neighbourhood Centre, Native Men’s Residence, Parkdale Activity Recreation Centre, Salvation Army Gateway, Toronto North Support Services and Youthlink

Innercity. Street outreach services are also provided by City staff in the Streets to Homes unit. In total, there were 42 respondents to the survey.

Between them, these agencies provide 365 days a year of service for up to 16 hours a day. In addition, cold weather alerts result in an increase in van and outreach activity. Street outreach teams engage people who are homeless on the street, in parks and under bridges.

With the adoption of the Streets to Homes report by council in February 2005 the City has refocused outreach efforts to provide permanent solutions to homelessness. Agencies that receive funding from the City to conduct street outreach have worked with the City to increase their efforts to find permanent stable solutions to their clients' homelessness. The Streets to Homes unit of the City's Shelter, Support and Housing Administration Division has been providing leadership, support and oversight to the refocused outreach efforts.

### **Gap Analysis Approach**

Needs analysis is a complex undertaking and every effort has been made to ensure that the required data is accurate and was collected using a scientific approach. Staff drew primarily on the field of research developed and used by the Department of Housing and Urban Development (HUD) in the United States to undertake needs analyses of this nature.

Using this as a starting point an exhaustive list of needs was developed and categorized into the following thematic areas: housing, addictions, mental health, income supports, outreach capacity, physical health and service coordination. Each thematic area contained between five and seven potential needs. In completing the survey, individuals were asked 74 different questions to compare and prioritize the needs.

A test was applied to determine if the responses to the items were statistically significantly different for front line staff as compared to managers, for downtown agencies as compared to agencies outside the downtown areas, and for non-profit agencies as compared to City staff. The results of the test indicated that while there were differences in the choices made by staff from different job classes (front line versus management) and different agencies, only one difference was statistically significant. Within the thematic area of housing, one of the choices was to increase efforts to engage the private sector in making more units available to clients with a long history of homelessness. This has been a successful strategy for the City's Streets to Homes staff and has resulted in significant placement rates in for-profit market rent units. This choice was ranked very low by non-profit agencies, while Streets to Homes staff rated it as one of the most important items.

## Results

The top ten gaps identified in the needs analysis in priority sequence are:

1. New specialized services (such as mobile mental health)
2. Information sharing between agencies about specific clients
3. Increasing monthly income for persons on social assistance
4. Expert supports to frontline activities
5. Higher priority for homeless clients on housing waiting lists
6. Getting hospitals to keep clients
7. Emergency room specialized programs for homeless patients
8. Increased use of joint case conferences
9. Mobile multi-disciplinary teams
10. Access to detox services

The top ten items represent a good sample of the issues that front line staff face in helping people who are homeless achieve permanent solutions to end their state of homelessness. It should be noted that all of the respondents to the survey highlighted that it was hard to choose which things to prioritize as the complete list was reflective of things that were all needed. The top ten items were needed more immediately, and in most cases, identify gaps that can be addressed.

### (1) New specialized services such as mobile mental health

Increasingly the complex needs of people who are homeless and living on the street are presenting significant challenges to outreach teams. Navigating large bureaucratic structures to make access to services available for high needs clients is time consuming and frequently results in unsuccessful outcomes.

Project Renewal in Manhattan and Thresholds in Chicago are examples of projects that take highly skilled, hard to access, specialized services into the field to deliver those services where clients are living and have demonstrated successful outcomes. The Street Outreach Steering Committee is looking at these and other options to fulfil council's direction to develop a mobile multi-disciplinary street outreach team, of which mobile mental health services may be a component.

### (2) Information sharing between agencies about specific clients

The ability to constructively have meetings between multiple agencies about specific high need clients is a challenge. Questions about the clients' ability to give informed consent to service providers, whether or not a clear risk to the client exists (in which case workers can share client information without consent), and where and how to record such information in physical files, are some of the barriers to filling this gap. In its final report on "Strategies for Reducing Chronic Street Homelessness", the Department of Housing and Urban Development in the USA identifies the ability to overcome barriers to information collaboration as the prerequisite for saying a service is having an impact on the number of street homeless.

### (3) Increased monthly income

On a monthly basis, Ontario Works permits \$201 for basic needs and \$335 for housing. This is insufficient for people who are homeless. Streets to Home staff have been highly successful at helping people with limited resources access the private rental market, and likely will continue to have success while vacancy rates remain high. Multiple jurisdictions have commented on the role that an adequate income plays in reducing the absolute numbers of homeless people, however changing income rates is a Provincial responsibility.

### (4) Expert supports to frontline activities

Outreach teams that traditionally focussed on survival supports (for example, food, sleeping bags, clothing) before Streets to Homes, were able to capitalize on lower salaried positions for many of its frontline staff. These entry level positions have high turnover rates. While staff would often excel at connecting one to one with clients, they may have lacked specialized skills to address some of the more complex issues. Some examples of specialized skills are: clinical experience in counselling, ability to identify and accurately report symptoms of mental illness, ability to conduct capacity assessments and forensic social work. The ability to extend community agency staff's expertise in managing client relationships by the addition of occasional or specific targeted expert supports would address this gap. Increasing the specialized skills into the street outreach sector over time may increase the cost of delivering the service as the professional requirements increase.

Streets to Homes has already begun to address some of these issues. Monthly frontline meetings are held that give workers a chance to identify special skills required for individual cases. In addition, every second meeting is organized around a training theme such as working with Ontario Works or managing Toronto Community Housing Corporation applications and amendments. Front line managers come together four times a year to address systemic issues affecting their ability to carry out their services and provide valuable feedback to the initiative. In 2006 the needs and requirements for training are expected to increase, particularly in areas that relate to finding permanent solutions for people who are homeless.

### (5) Higher priority for homeless clients on housing lists

Affordable and accessible rent geared to income units are a valuable resource for moving people from the street to housing. Currently through the modified chronological access, one in seven social housing units are offered to people who are homeless. This list however does not distinguish between people in shelter and people on the streets. Some street outreach providers have begun to create partnerships with alternative housing providers and some supportive housing providers, to increase the volume of appropriate, affordable housing units that may be available to their clients.

### (6) Getting hospitals to keep clients

Significant work goes into helping people who are homeless access a hospital to address physical or mental health issues. Frequently the pathway into a hospital is through involuntary admission

through the legal system (police, Justice of the Peace) during a health crisis. Despite the consistent efforts of agency staff to build effective relationships with their local hospital, these events frequently end in clients being discharged back to the street without having achieved even temporary stability. Finding ways to increase the understanding of hospitals about the environments in which the clients come from, and return to, may begin to address this gap. The Client Access to Integrated Services and Information (CAISI) project funded as part of the Streets to Homes initiative approved by Council in February, intends to help address aspects of the intake and discharge process with hospitals.

#### (7) Emergency room specialized programs for homeless patients

A specialized program in the emergency department exists at St. Michael's Hospital - the Rotary Transition Centre. This centre allows respite care for people coming off the street and creates a better environment in which services may be accessed by the client. Focusing on the need for shelter in a health care setting helps increase the likelihood of the client accessing the services that will provide long term stability. Additional opportunities with other hospitals will be examined by Streets to Homes staff.

#### (8) Increased use of joint case conferences

Joint case conferences bring together frontline workers from many agencies to discuss difficult cases and develop joint plans of action. These are excellent tools for building inter-disciplinary and multi agency support for integrated care and decrease duplication of service. Unlike the specific sharing of information to address one client's needs, joint case conferences begin to clarify the roles and responsibilities of multiple care providers from multiple institutions. These require significant effort to establish and sustain at the initial stage, but have proved to be important catalysts for affecting collaboration and systemic change. Streets to Homes staff coordinate monthly case conferences amongst those agencies that are providing additional housing access and follow-up services.

#### (9) Mobile multi-disciplinary teams

The benefits of bringing services to clients who remain outside cannot be over-emphasized. Multi-disciplinary teams are flexible in composition, but share a philosophy that integrated care with professional skills is the appropriate and often only way to deal with a sub-set of homeless individuals who live outside. Frequently these teams are comprised of a nurse or nurse practitioner, a mental health expert (psychiatrist, psychologist), and a social service expert. In some jurisdictions additional professions are also part of the team such as physicians, income support workers, chaplains, addiction counsellors, harm reduction workers and housing workers. These are resource intensive programs, but pay dividends in their effectiveness and appropriateness for certain client needs. The Street Outreach Steering Committee is looking at these and other options to fulfil council's direction to develop a mobile multi-disciplinary street outreach team. Mobile multi-disciplinary teams provide flexible staffing models that allow for a wide variety of issues to be addressed. Unlike mobile mental health teams (the number one gap identified) where the focus is exclusively on addressing the mental health of a person, the multi-disciplinary team can address multiple issues in a coordinated fashion.

(10) Access to detox (Withdrawal Management Centres)

Accessing detox has never been easy for people who are homeless or the people who provide them with outreach services. With the ongoing reduction of residential detox currently underway by the Province, and the transition to a “day-tox” approach that requires access to a telephone and personal supports, the challenges of connecting clients to withdrawal management are intensifying.

List of Attachments:

Attachment 1: Gaps Analysis Questionnaire

## Attachment 1 – Gap Analysis Questionnaire

The purpose of this questionnaire is to collect information for a report to Toronto City Council on the gaps in the service delivery system that may affect people who are homeless. The information you provide will be kept confidential, and reports based on the results will be done as an aggregate of all responses (your personal responses will not be reported on their own).

A gap analysis consists of a review of service delivery capacity matched against identified client need. Gaps may exist for any of the following reasons:

- (1) The service(s) exist but cannot meet the demand,
- (2) The service exists but is not delivered in way that meets the client need,
- (3) The service does not exist

Method:

This questionnaire uses a paired comparison method to rank order a series of possible gaps in each of six categories. The paired comparison method ensures that all possibilities are weighed against each other in a random manner.

In order to complete the questionnaire a total of 74 questions will be asked. This method can seem repetitive after the first 15 questions, and we appreciate your patience in taking the time to fully complete the questionnaire. The results will be significant in providing the City council with information about service gaps. The complete questionnaire will take approximately 15 minutes to complete.

### Housing

- (1) Rent subsidies
- (2) New subsidized housing
- (3) New Supportive Housing
- (4) Higher priority for homeless clients on housing lists
- (5) New safe houses
- (6) Increased marketing to private sector landlords

In considering the following list of potential housing gaps in the service delivery system for people who are homeless, please choose a priority from the following pairs:

1. Between rent subsidies and new subsidized housing
2. Between new supportive housing and a higher priority for homeless clients on housing lists
3. Between increased marketing to private sector landlords and new subsidized housing
4. Between new subsidized housing and new supportive housing
5. Between new safe houses and rent subsidies
6. Between increased marketing to private sector landlords and new safe houses
7. Between higher priority for homeless clients on housing lists and new safe houses
8. Between rent subsidies and new supportive housing
9. Between new supportive housing and increased marketing to private sector landlords
10. Between rent subsidies and increased marketing to private sector landlords

11. Between higher priority for homeless clients on housing lists and increased marketing to private sector landlords
12. Between new supportive housing and new safe houses
13. Between new subsidized housing and new safe houses
14. Between rent subsidies and higher priorities for homeless clients on waiting lists
15. Between new subsidized housing and higher priority for homeless clients on housing lists

### Physical health:

- (1) Outpatient primary care
- (2) Outpatient specialist care
- (3) Access to medications
- (4) CCAC follow-up supports
- (5) Inpatient care
- (6) Emergency room specialized programs for homeless patients

In considering the list of potential gaps in the physical health service delivery system for people who are homeless, please choose a priority from the following pairs:

1. Between access to medications and CCAC follow-up support
2. Between outpatient specialist care and emergency room specialized programs for homeless patients
3. Between CCAC follow-up supports and inpatient care
4. Between outpatient primary care and outpatient specialist care
5. Between outpatient specialist care and access to medications
6. Between outpatient specialist care and inpatient care
7. Between outpatient primary care and emergency room specialized programs for homeless patients
8. Between access to medications and inpatient care
9. Between inpatient care and emergency room specialized programs for homeless patients
10. Between outpatient specialist care and CCAC follow-up supports
11. Between CCAC follow-up supports and emergency room specialized programs for homeless patients
12. Between access to medications and emergency room specialized programs for homeless patients
13. Between outpatient primary care and access to medications
14. Between outpatient primary care and inpatient care
15. Between outpatient primary care and CCAC follow-up supports

### Mental health:

- (1) Inpatient mental health care
- (2) Psychiatric emergency care
- (3) Community supports
- (4) Getting clients to the hospital
- (5) Getting hospitals to keep the clients
- (6) Mobile multi-disciplinary teams

In considering the following list of potential mental health gaps in the service delivery system for people who are homeless, please choose a priority from the following pairs:

1. Between inpatient mental health care and psychiatric emergency care
2. Between psychiatric emergency care and community supports
3. Between inpatient mental health care and community supports
4. Between community supports and mobile multi-disciplinary team
5. Between psychiatric emergency care and getting hospitals to keep clients
6. Between inpatient mental health care and mobile multi-disciplinary team
7. Between community supports and getting clients to the hospital
8. Between getting hospitals to keep clients and mobile multi-disciplinary team
9. Between psychiatric emergency care and getting clients to the hospital
10. Between getting clients to the hospital and mobile multi-disciplinary team
11. Between community supports and getting hospitals to keep clients
12. Between inpatient mental health care and getting clients to the hospital
13. Between getting clients to the hospital and getting hospitals to keep clients
14. Between psychiatric emergency care and mobile multi-disciplinary teams
15. Between inpatient mental health care and getting hospitals to keep clients

### Addiction Services:

- (1) Needle distribution / crack stem distribution
- (2) Access to detox
- (3) Access to treatment
- (4) Concurrent disorders programs
- (5) Safe injection sites
- (6) Wet drop ins

In considering the following list of potential addiction service gaps in the service delivery system for people who are homeless, please choose a priority from the following pairs:

1. Between access to treatment and wet drop-ins
2. Between access to detox and concurrent disorders programs
3. Between safe injection sites and needle distribution/crack stem distribution
4. Between concurrent disorders programs and safe injection sites
5. Between needle distribution/crack stem distribution and access to detox
6. Between access to treatment and safe injection sites
7. Between access to detox and safe injection sites
8. Between concurrent disorders programs and wet drop-ins
9. Between needle distribution/crack stem distribution and access to treatment
10. Between access to detox and access to treatment
11. Between access to detox and wet drop-ins
12. Between safe injection sites and wet drop-ins
13. Between access to treatment and concurrent disorders programs
14. Between needle distribution/crack stem distribution and wet drop-ins
15. Between needle distribution/crack stem distribution and concurrent disorders programs

**Income supports:**

- (1) Increased monthly income
- (2) Trusteeships
- (3) CSUMB benefits
- (4) Employment supports
- (5) Transportation assistance
- (6) Pay direct options

In considering the following list of potential income support gaps in the service delivery system for people who are homeless, please choose a priority from the following pairs:

1. Between trusteeships and employment supports
2. Between employment supports and transportation assistance
3. Between increased monthly income and pay direct options
4. Between increased monthly income and trusteeships
5. Between CSUMB benefits and employment supports
6. Between trusteeships and pay direct options
7. Between increased monthly income and transportation assistance
8. Between trusteeships and CSUMB benefits
9. Between CSUMB benefits and pay direct options
10. Between CSUMB benefits and transportation assistance
11. Between increased monthly income and employment supports
12. Between employment supports and pay direct options
13. Between trusteeships and transportation assistance
14. Between increased monthly income and CSUMB benefits
15. Between transportation assistance and pay direct options

**Service Coordination:**

- (1) Common case management approach
- (2) Improved information technology
- (3) Increased use of joint case conferences
- (4) Information sharing between agencies about specific client
- (5) Increased service delivery coordination from a central agency

In considering the following list of potential service coordination gaps in the service delivery system for people who are homeless, please choose a priority from the following pairs:

1. Between common case management approach and improved information technology
2. Between information sharing between agencies about a specific client and increased service delivery coordination from a central agency
3. Between increased use of joint case conferences and information sharing between agencies about a specific client
4. Between common case management approach and increased service coordination
5. Between improved information technology and increased use of joint case conferences
6. Between improved information technology and increased service delivery coordination from a central agency

7. Between common case management approach and increased use of joint case conferences
8. Between improved information technology and information sharing between agencies about a specific client
9. Between increased use of joint case conferences and increased service delivery coordination from a central agency
10. Between common case management approach and information sharing between agencies about a specific client

### Outreach capacity:

- (1) More specific practical training
- (2) Increased hours of service
- (3) Greater flexibility in boundaries
- (4) New specialized services such as mobile mental health
- (5) Expert supports to front line activities

In considering the following list of outreach capacity gaps in the service delivery system for people who are homeless, please choose a priority from the following pairs:

1. Between increased hours of service and new specialized services such as mobile mental health
2. Between more specific practical training and expert supports to front line activities
3. Between more specific practical training and increased hours of service
4. Between greater flexibility in boundaries and new specialized services such as mobile mental health
5. Between increased hours of service and experts supports to front line activities
6. Between more specific practical training and greater flexibility in boundaries
7. Between increased hours of service and greater flexibility in boundaries
8. Between greater flexibility in boundaries and expert supports to front line activities
9. Between more specific practical training and new specialized services such as mobile mental health
10. Between new specialized services such as mobile mental health and expert supports to front line activities

### Summary:

- (1) Housing
- (2) Physical health
- (3) Mental health
- (4) Addictions
- (5) Income supports
- (6) Service coordination
- (7) Outreach capacity

In considering the following list of potential gaps in the service delivery system for people who are homeless, please choose a priority from the following pairs:

1. Between housing and income supports

2. Between mental health and service coordination
3. Between housing and addiction services
4. Between income supports and service coordination
5. Between physical health and mental health
6. Between physical health and addiction services
7. Between housing and outreach capacity
8. Between physical health and outreach capacity
9. Between housing and service coordination
10. Between mental health and addiction services
11. Between physical health and service coordination
12. Between service coordination and outreach capacity
13. Between housing and mental health
14. Between addiction services and income support
15. Between income supports and outreach capacity
16. Between mental health and income supports
17. Between addiction services and service coordination
18. Between physical health and income supports
19. Between housing and physical health
20. Between addiction services and outreach capacity
21. Between mental health and outreach capacity

## **Appendix E – Principles to Govern the Street Needs Assessment**

- (1) The purpose of the initiative is to determine the services that people who are homeless need in order to help them find and keep permanent housing, and in order to assist the City, community agencies and others with service co-ordination, service planning and advocacy. The number of people who are living on Toronto's streets and in its public spaces will be determined for the purpose of assessing the location, scale and dimension of service needs, and in planning appropriate program responses.
- (2) Community agencies, volunteers and the city can work collaboratively to determine the service needs of people who are homeless and living on the streets and in its public spaces.
- (3) The manner in which the Street Needs Assessment initiative is conducted will be respectful of homeless persons and the community agencies that serve them – it will use existing expertise that local agencies have, and it will not be used to “out” homeless persons in hiding, create a record of every individual unsheltered, or provide information to law enforcement.
- (4) There are differences in homeless populations and their circumstances (e.g. people living in ravines compared to those living on streets; people living alone compared to those living in groups) and these differences will be respected when demonstrating the service needs of people who are homeless and living on the streets and in public spaces across the entire City.
- (5) The methods used should be applied consistently across the City, even if the level of application is different, with sufficient techniques and measures for quality assurance and continuous learning integrated into the methodology, and recognizing that the results produced will likely understate the scale of need.

## Appendix F – Overview of Street Needs Assessment Approach

### Timing of the Assessment:

- (a) Conduct a point-in-time needs assessment survey on one evening/night in spring.
- (b) Augment with a follow-up survey in selected drop-ins the following day to attempt to determine if there were any people missed.

### Assessment Areas:

- (a) For the first needs assessment, focus on key areas to help test the model. Conduct a detailed census in downtown areas, and a sample from known high, medium and low concentration areas outside of the downtown area, including different types of locations (such as parks, streets, ravines).
- (b) Have local experts (including homeless people, community agencies, medical institutions and staff of City departments) identify the high, medium and low concentrations of homeless persons in their area.
- (c) Make the maximum geographic area any one assessment team responsible for no greater than 2 square kilometers. Areas with greater anticipated concentrations will have more assessment teams, and areas with lower anticipated concentrations will have fewer assessment teams.
- (d) Conduct a needs assessment at shelters on the same night.
- (e) As possible, conduct a needs assessment of homeless individuals in hospitals, treatment, custody, etc. on the same evening.

### During the Assessment:

- (a) Have the needs assessment conducted by teams comprised of community agency staff, volunteers and city staff collaboratively in different areas of the city using a consistent approach.
- (b) Make each assessment team 3-5 people. Ensure more qualified people are mixed with less qualified people on each team. Provide training on how to do the assessment, and also on sensitivity (with participation of homeless persons in the development and delivery of sensitivity training).
- (c) Use buttons or other identifiable markings to identify the assessment team members.
- (d) Engage all individuals encountered to determine if they are homeless (even if they don't "look" homeless).
- (e) If it is determined that the person is homeless through the initial engagement, then conduct an approximately 10 question survey with each homeless individual, which may include such things as basic demographic data, housing and shelter history, type of housing sought, other service needs, etc.
- (f) Offer a useful item in appreciation for participation (e.g. hats or a small honorarium).
- (g) Don't wake homeless people up. Complete a shorter assessment by observation.
- (h) Have outreach vans on standby to offer help should homeless person so request.

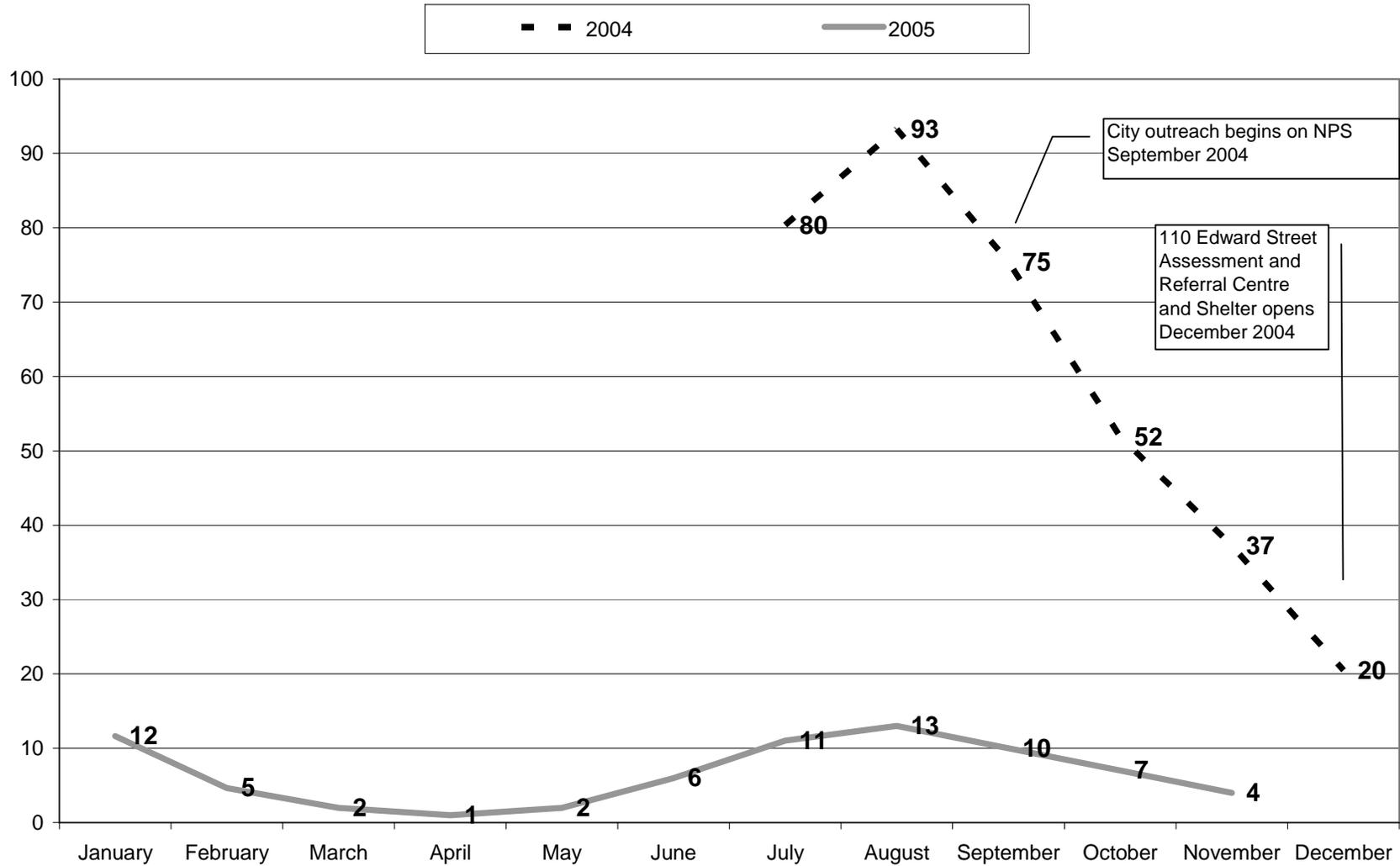
Quality Assurance:

- (a) Determine a probable adjustment factor for the number actually interviewed.
- (b) Review completed surveys with each team as they come in.

After the Assessment:

- (a) Roll data up to the Community Council District and city-wide level only – no ward estimates.
- (b) Also report data out by a description of the type of area in which they were located (ravine, park, street, alleyway, etc.)
- (c) Process the results and key findings with community agencies and other stakeholders (e.g. hospitals).

**Appendix G: Average Number of People Staying at Nathan Phillips Square Nightly**



## Appendix H

### City Of Toronto Interdepartmental Service Protocol For Homeless People Camping In Public Spaces

This document sets out the interdepartmental protocol intended to guide City staff in providing outreach services to homeless individuals camping outside in public spaces to assist them access permanent solutions, prior to the enforcement of City by-laws which may cause their displacement and the removal of their belongings.

#### Outreach Services to Assist Homeless People in Public Places: Overview and Goals:

The goal of the City outreach initiative is to assist and encourage people currently camping in public spaces to access safer and healthier alternatives to living outside, including housing, support services and shelter. The initiative also seeks to balance the need to provide appropriate supports to vulnerable individuals camping in public spaces with the civic responsibility of maintaining the use of public spaces for public use.

The outreach initiative to homeless persons provides a more intensive, proactive and coordinated effort among City departments. Outreach efforts to the homeless also include connecting and co-ordinating the activities of relevant community and government agencies to access a mix of supports and resources, streamline access to services, and avoid duplication of effort.

The outreach initiative provides the co-ordination and delivery of human services prior to any enforcement activities related to public spaces, such as removal of unauthorized structures, personal goods and debris. In many circumstances it is anticipated that given the appropriate outreach and supports over time, individuals will be assisted in securing better alternatives than sleeping outside and will voluntarily vacate public spaces making enforcement unnecessary.

To respond to the needs of homeless individuals, the outreach initiative is delivered on a case-by-case basis and focused on a site-by-site approach. Staff efforts will focus on larger sites where more people are in need of assistance, where there are encampments, and where there are safety concerns. Staff efforts will also seek to address the needs of single individuals camped in parks, public transit shelters and city streets.

#### City Service Principles:

The following five principles guide the initiative:

- (1) The City is committed to working with homeless individuals living outside to respond to their individual needs on a case-by-case basis by assisting them access services and supports, including permanent housing.
- (2) The City will use a co-ordinated approach between City departments in responding to the needs and issues related to homeless people camping outside. Activities will also be

co-ordinated with community agencies to access a mix of supports and resources, streamline access to services, and avoid duplication of effort.

- (3) The City will engage in ongoing proactive communication with homeless individuals, the public, service providers, community agencies and other groups to assist in the successful implementation of the protocol.
- (4) The City priority is to assist homeless people access safer, sustainable, and healthier alternatives than living outside, not enforcement. Enforcement will occur after all support efforts have been attempted without success, provided that the individual has been notified that he or she is required to vacate a public space. In the event of exceptional circumstances, however, intervention may be required to address immediate public safety concerns.
- (5) The City acknowledges that homeless individuals cannot be forced to accept services and supports. However, the refusal of an individual to accept services and supports is not sufficient reason to prevent the enforcement of City by-laws prohibiting camping in public places and erecting structures.

#### Program Delivery:

The outreach initiative provides intense street outreach supports to homeless people and, only when necessary, enforcement and removal activities.

City departments involved in human service programming such as Shelter, Housing and Support, Social Services and Public will participate in the outreach initiative, with SHS having the lead role. As part of this process the initiative will focus and prioritize the provision of human services including street outreach, drop-ins, shelters, income support, housing access, and related support services.

City departments with enforcement responsibilities include Works and Emergency Services, Parks and Recreation, and Facilities and Real Estate. Enforcement activities will depend upon the success of outreach activities, the need for such services, the location of the site, and the department responsible.

#### Focused Outreach:

- (1) The City will be proactive in responding to the needs of homeless people living outside. Locations where outreach services are needed will be identified by Shelter, Housing and Support, Works and Emergency Services, Parks and Recreation and other City departments and agencies.
- (2) The Shelter, Housing and Support Division will co-ordinate the delivery of outreach services and conduct needs assessments of individuals who are sleeping outside at specific sites. The needs assessment will include identification of community agencies working with the individual or who should be requested to assist.

- (3) Each individual will be offered assistance, as required, to access health, mental health, addiction and family reunification services, income support, housing and supportive housing options, and shelter and outreach services.
- (4) Through the work of Shelter, Housing and Support staff and other community support agencies, homeless individuals will be offered personal, timed and regular street outreach to assist in moving from living outside and securing better alternatives in advance of any enforcement activities.

#### Notification and Enforcement of Public Space:

- (1) Shelter, Housing and Support will coordinate efforts to provide services for homeless people provided by community agencies and other City departments, including Public Health and Social Services and will work closely with Works and Emergency Services, Parks and Recreation, Facilities and Real Estate and other departments to ensure that the timing of enforcement activities does not conflict with the outreach efforts.
- (2) Works and Emergency Services, Parks and Recreation, Facilities and Real Estate and other City departments and agencies are responsible for providing notice to individuals that camping is to be discontinued and that personal goods, debris and structures are to be cleared from a public space or right of way.
- (3) Notices will be given to individuals in advance. The timing of issuing notices will be determined in consultation with Shelter, Housing and Support staff. Formal enforcement notices will provide relevant and clear communication to the individual. In addition, site specific information notices for each location will be attached to provide a list of resources to provide individuals with information regarding access to housing, support services and shelter in the area.
- (4) When public space enforcement activities are initiated by a City department. Shelter, Housing and Support outreach staff will at all times accompany enforcement officers to continue providing supports to individuals who up to that point had not accepted outreach services.
- (5) Where deemed necessary, by-law enforcement officers will co-ordinate activities with the Toronto Police Service to maintain the safety of staff and individuals still at the site.

Appendix I – Implementation of the Interdepartmental Protocol of Homeless Persons Camping in Public Spaces (February 1, 2005 – November 30, 2005)

Location	Comments
Spadina Bridge (Ward 20)	There were four youth living under the Spadina Bridge in February 2005. Three of the youth were housed and one left the City. The site was cleared by Transportation Services in March 2005.
Bathurst Bridge (Ward 20)	There were fifteen “traveling” youth under the bridge in May 2005. This is the same site that was cleared in 2004. All of the youth initially refused housing and left the City. Throughout the summer and fall, some of the youth returned to the City. Eight of these youth have been housed by Streets to Homes. The site was cleared by Transportation Services in June 2005.
60 Harbour (Ward 28)	Streets to Homes staff began working at this site in March 2005. There were eight people staying at the site. Two of the eight refused all services. The remaining six were housed by Streets to Homes. The site was cleared by Transportation Services in June 2005.
Dundas/DVP (Ward 30)	There were three individuals living in an encampment along the side of the embankment. One of these individuals was housed. The other two accepted shelter services. The site was cleared by Transportation Services in June 2005.
Eastern Avenue/DVP (1 <sup>st</sup> time) (Ward 30)	There was one individual living in an encampment on the site. The individual declined all services and vacated the site. The site was cleared by Transportation Services in June 2005.
Yorkdale Parkette (Ward 15)	There was one individual staying in a tent in Yorkdale Parkette. The individual declined numerous apartments and is on the waiting list for TCHC housing. The individual vacated the site. The site was cleared by Parks, Forestry and Recreation in July 2005.
Wellesley Park (Ward 28)	There were three individuals living in an encampment in Wellesley Park. All three were housed by Streets to Homes. The site was cleared by Parks, Forestry and Recreation in September 2005.
Coronation Park (1st time) (Ward 19)	There was one individual staying in Coronation Park. He declined services from Streets to Homes, but was successful in making his own housing arrangements. The site was cleared by Parks, Forestry and Recreation in October 2005.
G Ross Lord Park (Ward 8)	There was one individual living in a trailer in G Ross Lord Park. He has now secured housing in York Region. The site was cleared by Parks, Forestry and Recreation in October 2005.
Gerrard Bridge/DVP (Ward 30)	There was one individual consistently residing in the buttress of the bridge. The individual declined all services. The individual vacated the site, and the site was cleared by Transportation Services in October 2005.

Eastern Avenue/DVP (2 <sup>nd</sup> time) (Ward 30)	There were two individuals living on the site in separate encampments. One individual vacated the site voluntarily prior to clearing. The other individual worked with Streets to Homes staff and then was able to secure her own accommodation. The site was cleared by Transportation Services in October 2005.
Wellington Yard (Ward 19)	The Wellington Yard is an unused City building on Wellington Street that needed to be secured for reasons of building safety. There were four individuals living inside the building. One of these individuals has been housed by Streets to Homes and another is in the process of being housed. Two other individuals refused services and left the site voluntarily. The building was secured in November 2005.
Coronation Park (2 <sup>nd</sup> time) (Ward 19)	There was a couple living in Coronation Park. They voluntarily vacated the site shortly after notice was posted. The site was cleared by Parks, Forestry and Recreation in November 2005.
Wilket's Creek Park (Ward 25)	There was one individual living in a tent in Wilket's Creek Park. The individual declined all services and vacated the site soon after posting. Streets to Homes has learned that the individual successfully secured housing on their own. The site was cleared by Parks, Forestry and Recreation in November 2005.
Rosedale Subway Station (Ward 27)	There were three individuals living on Parks, Forestry and Recreation property near the Rosedale Subway Station. Two of the individuals were housed and one individual declined all services and voluntarily left the site. The site was cleared by Parks, Forestry and Recreation in November 2005.
Bloor/Huntley (Ward 27)	There was one individual living under the bridge at Bloor and Huntley. The individual declined all services and vacated the site at the time the site was cleared. The site was cleared by Transportation Services in November 2005.
Bloor/Mount Pleasant (Ward 27)	There were two individuals living under the bridge at Bloor and Mount Pleasant. Both declined all offers of assistance and vacated the site. The site was cleared by Transportation Services in November 2005.