



STAFF REPORT ACTION REQUIRED

2015 Funding Allocations for Shelter and Related Services

Date:	June 10, 2015
To:	Community Development and Recreation Committee
From:	General Manager, Shelter, Support and Housing Administration
Wards:	All
Reference Number:	

SUMMARY

The City of Toronto's Shelter, Support and Housing Administration (SSHA) Division provides funding to 49 shelter sites operated by 32 community not-for-profit agencies through purchase of service contracts. In addition, the City has the ability expand the shelter system and provide temporary emergency accommodation to families, couples and individuals through the use of motel beds. The largest community not-for-profit providers of shelter services are the Salvation Army, Homes First Society and Fred Victor Centre. All programs, regardless of size, must meet the operating requirements set out in both the Toronto Shelter Standards and the purchase of service contracts. All programs are also evaluated using a Quality Assurance review process.

There are no financial impacts associated with this report beyond those included in the 2015 Approved Operating Budget for SSHA.

RECOMMENDATIONS

The General Manager, Shelter, Support and Housing Administration, recommends that:

1. City Council approve the recommended bed capacities and maximum operating contract values as set out in Appendix A, which are in accordance with the service levels included in the 2015 Approved Operating Budget for Shelter, Support and Housing Administration; and
2. City Council authorize the General Manager, Shelter, Support and Housing Administration, to:

- a. enter into purchase of service agreements with community agencies for the provision of shelter services up to the maximum operating contract values as outlined in Appendix A;
- b. enter into a purchase of service agreement with the YMCA of Greater Toronto Area for the establishment of a new permanent 25 bed transitional housing program for LGBTQ2S youth in Ward 20 up to a maximum annualized contract value of \$0.545 million, as identified and included in Appendix A;
- c. enter into a purchase of service agreement with Egale Youth Housing Inc. for the establishment of a new permanent 30 bed transitional and emergency housing program for LGBTQ2S youth in Ward 27 up to a maximum annualized contract value of \$0.655 million, as identified and included in Appendix A;
- d. issue payments of up to \$0.845 million gross and \$0 net to motel operators as required for temporary emergency accommodation for families, couples and individuals as outlined in Appendix B;
- e. enter into agreements with the Ministry of Health and Long-Term Care and Mental Health Program Services of Metropolitan Toronto (Habitat Services) to issue payments up to \$10.073 million gross and \$1.885 million net for the provision of housing and supports for psychiatric consumer survivors living in Habitat Services contracted boarding or rooming houses as outlined in Appendix B;
- f. enter into an agreement with, and issue payments to the Toronto Hostels Training Centre for the administration and provision of training for shelter, drop-in and other agency staff up to a maximum amount of \$0.218 million gross and \$0.109 million net as outlined in Appendix B; and
- g. purchase up to \$0.060 million gross and net in training for staff of the directly operated shelters from the Toronto Hostels Training Centre, as outlined in Appendix B, in order to meet the training requirements laid out in the Council-approved Toronto Shelter Standards.

Financial Impact

Funding for the recommendations of \$ 64.628 million gross and \$ 20.569 million net is included in the 2015 Approved Operating Budget for SSHA as noted in the following allocations table:

2015 Expenditures (in \$ millions)	Provincial	City	Gross
Appendix A Shelter Allocations (rec. 1, 2 b, c)	34.917	18.515	53.432
Appendix B Motels (rec. 2d)	0.845	0	0.845
Habitat Services (rec. 2e)	8.188	1.885	10.073
Toronto Hostels Training Centre (rec. 2f, g)	0.109	0.169	0.278
Total	44.059	20.569	64.628

SSHA operates within its funding authorities up to the approved Operating Budget.

As noted in Appendix A, the total maximum contract value for purchase of service shelter providers is \$56.622 million gross. From the chart above, the total approved budget is \$ 53.432 million gross, a difference of \$3.190 million, comprised of an allowance for occupancy fluctuations. Entering into agreements with shelter providers with a maximum contract value will provide sufficient flexibility to allow for volume fluctuations between providers. In the event that shelter occupancy levels exceed the 2015 approved budget, the General Manager, will report to the Community Development and Recreation Committee and to Budget Committee and seek to mitigate cost pressures within the overall divisional funding envelope.

As noted in Appendix B, other service contracts total \$11.196 million gross with up to \$10.073 million for Habitat Services; \$0.845 million for motel contracts, and \$0.278 million for Toronto Hostels Training Centre.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

Equity Impact

The emergency shelter system in Toronto serves equity-seeking groups such as seniors, people with disabilities, individuals with mental health issues, the working poor, Aboriginal peoples, people who identify as LGBTQ2S and other vulnerable groups. Effective operation of the shelter system is important in ensuring that temporary accommodation is available to a variety of equity seeking groups and is an important component of the City's efforts to address poverty.

DECISION HISTORY

The City of Toronto is the Consolidated Municipal Service Manager (CMSM) for housing and homelessness services as designated by the Province in the *Housing Services Act, 2011*. In this capacity, the City provides program funding to community agencies and for shelters.

Reports are prepared annually by the General Manager, SSHA, to make funding allocations for shelter and related services. A copy of the 2014 Funding Allocations Report for Shelter and related Services can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.CD27.1>

At the meeting of December 16, 17, and 18, 2013, City Council unanimously adopted the *2014-2019 Housing Stability Service Planning Framework (HSSPF)*. A number of strategic direction and actions within the HSSPF relate to the provision of shelter and related services such as continuing to maintain a strong emergency shelter system, achieving a 90% shelter occupancy standard, and developing a new funding model for shelters.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.CD25.10>

At its meeting of March 31, April 1 and 2, 2015, City Council adopted a *Progress Report on Implementation of the 2014-2019 Housing Stability Service Planning Framework*. The report updated Council on the implementation status of the HSSPF and provided an overview of the actions being taken to respond to the nine strategic directions. Developing a new shelter funding model was identified as a priority for 2014-15.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CD2.3>

At its meeting of March 31, April 1 and 2, 2015, City Council adopted an *Infrastructure and Service Improvement Plan for the Emergency Shelter System*. The report identified a mix of strategies to maintain and increase the capacity of the shelter system, ensure the system is flexible and reduce demand for shelter through innovative programs. In addition, the report identified the infrastructure needs over the next few years.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CD2.2>

ISSUE BACKGROUND

Shelter, Support and Housing Administration (SSHA) is responsible for administering social housing programs, providing emergency shelter, managing programs to help homeless people move from the streets or shelters into permanent housing, and assisting those at risk of homelessness to maintain their housing.

SSHA delivers housing and homelessness services in partnership with community agencies by providing program funding and coordinating services based on a Housing First model. This model is aimed at ending homelessness through a range of approaches, partnerships and supports that help people to find and keep housing. Access to

emergency shelter and related supports is an important part of the overall Housing First service system.

COMMENTS

As of January 1, 2015, there were 59 permanent shelter facilities in the City of Toronto and one temporary facility. The shelter system is a mixed service delivery model with the City directly operating ten shelter sites. There are another 49 shelter sites operated by 32 community not-for-profit agencies funded through purchase of service contracts with the City. The largest community not-for-profit providers of shelter services are the Salvation Army (648 beds), Homes First Society (174 beds) and Fred Victor Centre (137 beds).

All programs must meet operating requirements that are set out in both the Toronto Shelter Standards and the purchase of service contracts. All programs are monitored by SSHA agency review staff on an ongoing basis. Consistent with the approved *2014-2019 Housing Stability Service Planning Framework*, SSHA staff are completing revisions to the Toronto Shelter Standards to ensure they reflect the changing needs and demographic profiles of shelter users including overrepresented groups such as Aboriginal peoples, aging clients and LGBTQ2S youth. The revised Toronto Shelter Standards will be brought forward to Community Development and Recreation Committee for consideration in September 2015.

Purchase of Service Rates and Bed Capacities

1. 2015 Recommended Funding Allocations and Bed Capacities

Historically, provincial funding rules required the City to fund community operated shelters according to a per diem model based on actual occupancy of beds. With the introduction of the provincial Community Homelessness Prevention Initiative (CHPI) funding envelope in 2013, this approach is no longer required. Accordingly, key action 2.3 of the *2014-2019 Housing Stability Service Planning Framework* is to develop a new shelter funding model, in consultation with shelter providers, that is predictable and performance based with a continued focus on moving shelter users into appropriate housing as quickly as possible. This work is underway in 2015 with a view to implementing a new funding model in 2016. In the interim, SSHA will pay purchase of service providers maximum operating contract values derived from the previously used occupancy driven model.

One-time transitional funding for Kennedy House (\$0.200 gross \$0 net 2015; \$0.200 million gross, \$0 net for 2016) has been allocated to assist the 23-bed purchase of service youth shelter transition to a permanent service provider. This shelter replaced the Touchstone Youth Centre, which closed in 2012 and is entering its second year of operations. The time limited additional funding is targeted to assist the shelter to maintain its financial stability, while SSHA staff

work with the agency to finalize its fund raising program and find efficiencies through a review of its operations.

In an effort to address occupancy pressures, 32 temporary beds were opened in 2014 at three purchase of service locations (Sojourn House, Christie Ossington Neighbourhood Centre, Streethaven). Funding was included in the 2015 Operating Budget for SSHA to make these beds a permanent part of the base shelter operations. Funding of \$0.707 million gross and \$0 net has been allocated to fund the continued operation of these 32 beds at the three purchase of service locations.

2. In-year Adjustments to Funding Capacities and Service Levels

Changes to the Council-approved funding amounts and/or bed capacities are considered in-year adjustments. These adjustments can occur for a number of reasons including a change in service provision, an urgent financial situation that requires an increase to the maximum operating contract value, and/or a need for additional beds to meet occupancy demand. Any changes in operating contracts must be approved by the appropriate signing authorities and SSHA reports out annually to Council on any required in-year adjustments.

On January 26, 2015, YMCA House moved to a new purpose built building on Vanauley Street to house all of their programs under one roof. The bed capacity changed from 45 male youth beds to 40 male youth beds including 2 fully wheelchair accessible rooms.

On March 4, 2015, Cornerstone Place Men's Shelter reopened its doors in a new permanent location at 616 Vaughan Road. There are 50 emergency male beds in operation.

On April 1, 2015, Salvation Army HOPE Shelter temporarily closed its doors until such time as they are able to secure a new building. This has resulted in 124 emergency male beds being taken offline until a new permanent location is found. On that same day, Salvation Army Maxwell Meighan Centre opened 55 new temporary beds (45 transitional and 10 emergency) to address some of the reduced capacity in the men's sector using money from within the funding portfolio for The Governing Council of Salvation Army in Canada that was previously allocated to the HOPE shelter program.

In June 2015, Fred Victor Centre, Dundas Street Program (Ward 28) will be opening a permanent 19 bed transitional housing program for women who are working on employment goals. This will be the first phase of the program at this new site. The adjacent house, currently being renovated, will be opening in a second phase by year's end to house an additional permanent 23 beds in this transitional program for women.

In August 2015, YMCA LGBTQ2S Housing Program will be opening a 25 bed transitional housing program for LGBTQ2S homeless youth.

Before the end of 2015, Egale Youth Housing Inc will be aiming to open a 25 bed transitional housing program for LGBTQ2S homeless youth.

On October 1, 2015, YWCA Beatrice House will be temporarily closing their 70 bed transitional family shelter until a new location has been secured.

3. **Other Service Contracts – Habitat Services, Toronto Hostels Training Centre and Motels**

a. **Habitat Services**

Habitat Services is a housing and support subsidy program that is funded by the Ministry of Health and Long-Term Care (MOHLTC) and the City of Toronto. On an annual basis the program provides a housing subsidy for up to 931 units of private and not-for-profit boarding homes and rooming houses for people with psychiatric illnesses. In 2014, 1073 people were housed through Habitat Services.

b. **Toronto Hostels Training Centre**

In 2014, 4,044 shelter, drop-in and other agency staff, as well as individuals from the community, received training and certificates through the Toronto Hostels Training Centre. The Centre was established in 1997 to provide low cost and sector specific training for shelter staff that was not otherwise available. The Centre offers 120 different training courses and eight certificate programs that support agencies in meeting the Toronto Shelter Standards and allow staff to develop skills related to the provision of services to homeless individuals.

c. **Out of the Cold Programs**

Dixon Hall coordinates bedded overnight services from November to April each year averaging 90 beds/night. Locations are provided by various faith-based agencies across the city. Dixon Hall receives \$1,189,170 annually to coordinate the program.

d. **Motel Programs**

SSHA purchases services from motels to provide spaces for families, couples and individuals to occupy when the regular permanent shelter system is at or near capacity. The motel program is administered through two City-operated shelters, Family Residence and Birkdale Residence. The use of motels allows the City the flexibility to respond quickly to

changes in demand within the shelter system. On an average night in 2014, 244 people were provided shelter using the motel program.

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SIGNATURE

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ATTACHMENTS

Appendix A: 2015 Shelter Allocations
Appendix B: Other Service Contracts

Appendix A: 2015 Shelter Allocations

Single Men Sector - Emergency	Ward	Bed Capacity	Maximum Contract Value
Christie-Ossington Men's Hostel	18	66	1,462,263.00
Cornerstone Place	15	50	912,500.00
Dixon Hall - Schoolhouse	27	40	936,444.00
Good Shepherd	28	66	1,120,425.90
Na-Me-Res	21	69	1,405,323.00
Salvation Army - Gateway	28	118	1,968,299.00
Salvation Army - Maxwell Meighen	28	280	4,397,666.00
Salvation Army - Hope	20	124	502,589.36
Scott Mission	20	58	919,385.76
St. Simon's	28	62	1,180,607.10
Total		933	14,805,503.12

Single Women Sector - Emergency	Ward	Bed Capacity	Maximum Contract Value
Fred Victor Women's Hostel	28	44	930,998.20
HFS - Savard's Women's Shelter	18	30	737,701.50
Nellie's Women Shelter	30	10	230,023.00
Salvation Army - Evangeline Residence	14	99	2,109,561.30
Salvation Army - Florence Booth	19	64	1,394,358.40
Street Haven	27	50	1,189,900.00
SVDP - Elisa House	6	40	846,362.00
SVDP - Mary's Home	27	44	930,998.20
YWCA - First Stop Woodlawn	22	28	592,453.40
Total		409	8,962,356.00

Adult Co-ed - Emergency	Ward	Bed Capacity	Maximum Contract Value
Costi Reception Centre	20	16	194,939.20
Dixon Hall - Heyworth House	31	79	1,640,999.85
Fred Victor - Bethlehem United	15	70	1,625,746.50
Beth. United kitchen	15		313,696.48
HFS - Scarborough Shelter	35	68	1,253,410.00
HFS - Strachan House	19	5	61,520.75
Total		238	5,090,312.78

Youth Sector - Emergency	Ward	Bed Capacity	Maximum Contract Value
Covenant House Residence	27	94	1,988,950.70
Eva's Place	34	32	677,089.60
Eva's Satellite	23	33	877,357.80
Horizons for Youth	17	35	740,566.75
Kennedy House	29	23	728,853.90
Kennedy House - start-up	29		200,000.00
Second Base	35	60	1,380,138.00
Turning Point	27	35	740,566.75
YMCA House	20	45	921,007.10
Youth Without Shelter	1	30	635,319.00
YWCA - First Stop Woodlawn	22	28	592,453.40
Total		415	9,482,303.00

Family Sector - Emergency	Ward	Bed Capacity	Maximum Contract Value
Christie Refugee Welcome Centre	20	70	1,353,894.50
Red Door - Family Shelter	30	106	2,561,664.90
Sojourn House	27	58	1,204,784.70
Toronto Community Hostel	20	24	498,531.60
Total		258	5,618,875.70

TOTAL EMERGENCY BEDS		2,253	43,959,350.60
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Single Men Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value
COTA - Bailey House	14	2	49,056.00
Good Shepherd - Barrett House	28	5	44,511.75
Good Shepherd D.A.R.E.	28	25	424,403.75
NaMeRes - Sagatay	21	22	448,074.00
S A - Maxwell Meighen PSU	28	10	157,059.50
Salvation Army - Maxwell Meighen Transition to Housing	28	55	650,828.75
Total		119	1,773,933.75

Single Women Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value
FVC 389 Church Street	27	23	770,040.00
SVDP - Amelie House	30	20	552,975.00
SVDP - St. Clare's Residence	24	30	425,188.50
Total		73	1,748,203.50

Adult Co-ed - Transitional	Ward	Bed Capacity	Maximum Contract Value
Fife House - Denison	20	5	37,321.25
Fife House - Sherbourne	27	11	82,106.75
HFS - Strachan House	19	83	1,021,244.45
Total		99	1,140,672.45

Youth Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value
Covenant House - Rights of Passage	27	28	553,413.00
Egale LGBTQ2S Youth Housing	27	30	654545.46
Eva's Phoenix	19	50	1,057,952.50
Native Child and Family	19	12	253,908.60
Youth w/o Shelter-Stay in School	1	20	423,546.00
YMCA - LGBTQ2S Housing Program	20	25	545454.55
Total		165	3,488,820.11

Family Sector - Transitional	Ward	Bed Capacity	Maximum Contract Value
Sojourn House Transitional Housing	27	76	902,104.80
YWCA - Beatrice House	17	80	1,661,772.00
Total		156	2,563,876.80

Part-time	Ward	Bed Capacity	Maximum Contract Value
University Settlement	20	85	758,461.00
Dixon Hall - Out of the Cold	various	90	1,189,170.00
Total		85	1,947,631.00

TOTAL TRANSITIONAL BEDS		697	12,663,137.00
TOTAL EMERGENCY AND TRANSITIONAL BEDS		2,950	56,622,487.00

Appendix B: Other Service Contracts

1. Mental Health Program Services of Metropolitan Toronto – Habitat Services

Habitat Services is a housing and support subsidy program that is funded by the Ministry of Health and Long-term Care (MOHLTC) and the City of Toronto. On an annual basis the program provides a housing subsidy for up to 931 units of private and not-for-profit boarding homes and rooming houses for people with psychiatric illnesses. The subsidy is based on a per diem rate which is adjusted according to each individual tenant's income. Up to \$10.073 million gross and \$1.885 million net has been budgeted for Habitat Services in 2015.

2. Toronto Hostels Training Centre

The Toronto Hostels Training Centre (THTC) was created in 1997 following the recommendations made by a Coroner's jury regarding the need for staff training in hostels. The City of Toronto provides \$218,000 in annual funding to provide specialized training and associated services in a cost effective manner for staff and board members of shelters and others working with homeless people. The Centre offers all of the mandatory and suggested training outlined in the Toronto Shelter Standards.

3. Motel Contracts

The City of Toronto contracts with motels to provide spaces for families, couples and individuals when the regular permanent shelter system is at or near capacity. The motel program is administered through two directly operated shelters, Family Residence and Birkdale Residence. At the present time the City works with three motels in Scarborough (two in Ward 44 and one in Ward 36). In 2014, an average of 244 people, including children, stayed in the motels each night.

The cost for this program, up to \$845,183 is included in the 2015 approved Operating Budget for SSHA.