



**STAFF REPORT
ACTION REQUIRED**
with Confidential Attachment

Update on Proposal for Emergency Men's Shelter at 731 Runnymede Road

Date:	September 9, 2016
To:	Community Development and Recreation Committee
From:	General Manager, Shelter, Support and Housing Administration
Wards:	Wards 11 and 13
Reason for Confidential Information:	This report is about a proposed or pending land acquisition by the City or one of its agencies, boards, and commissions.
Reference Number:	

SUMMARY

At its meeting of July 12-15, 2016, City Council directed staff to work with the Councillors for Wards 11 and 13, the local community and other stakeholders to develop a plan for a shelter program at 731 Runnymede Road that will meet the needs of an appropriate number of people experiencing homeless and make a positive contribution to the neighbouring community.

This report seeks approval to open an emergency men's shelter operated by the City at 731 Runnymede Road in Ward 11. The report also provides an update on the shelter program plan developed in collaboration with a Community Liaison Committee (CLC) comprised of residents, agencies, Councillors for Wards 11 and 13 and City staff.

Staff convened a CLC through a public expression of interest process that aligned with the City's public appointment protocol. With the assistance of a third party facilitator, the CLC provided input on the services and programs to be included in a shelter program. The CLC also discussed what it viewed as an appropriate number of beds to be included at the proposed Runnymede Road shelter.

City staff are recommending the shelter open at an initial occupancy of 50 beds with the flexibility to add beds in response to extreme weather conditions. Staff are also recommending that the occupancy level at the shelter be adjusted over time to better

respond to the needs of men experiencing homelessness in Toronto. There is support from the CLC for a phased approach.

The CLC also approved a work plan based on the Council motions regarding the Runnymede Road shelter that included the establishment of a Community Safety Committee (CSC) to address issues of safety and security in the neighbourhood. Additionally, the CLC will work with the Rockcliffe-Smythe Neighbourhood Improvement Area planning table to develop a local Rockcliffe-Smythe/Junction Strategic Plan to enhance local assets, safety, and community cohesion.

RECOMMENDATIONS

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

1. City Council approve the location of a new emergency men's shelter operated by the City at 731 Runnymede Road in Ward 11 at an initial occupancy of 50 beds with the flexibility to add beds in response to extreme weather conditions, and to increase the occupancy rate over time to better support individuals requiring shelter access;
2. City Council direct the Director, Real Estate Services, to secure the property at 731 Runnymede Road through a lease on terms that are reasonable and at fair market value, and to continue to search for other appropriate sites for the new potential emergency shelter if the negotiations do not result in a lease at fair market value, acceptable to the Chief Corporate Officer and in a form acceptable to the City Solicitor, subject to approval of the proposed shelter program; and
3. City Council authorize the public release of the confidential information in Attachment 1 related to the operation of 731 Runnymede Road once the transaction has been completed to the satisfaction of the City Solicitor and the Director, Real Estate Services.

Financial Impact

In keeping with City Council direction at its meeting of July 12, 2016 (CD13.1), staff are working with the local community and other stakeholders to implement development of the Rockcliff-Smythe Junction Strategy, a plan for a shelter program at 731 Runnymede Road. For this purpose, funding of \$0.047 million gross, \$0 net and one temporary position in 2016 and \$0.124 million gross, \$0 net in 2017 has been provided to Social Development, Finance and Administration. A budget adjustment to amend the 2016 budget is included in the report titled "*Operating Variance Report for the Six Month Period Ended June 30, 2016*" to be considered by Council at its meeting of October 5 to 6, 2016.

Once the new shelter is ready for occupancy, some of the existing Seaton House operating budget will be reallocated to fund the operations at Runnymede. However, there will be some incremental operating costs associated with the opening of the new shelter, such as the lease costs, utilities, and some temporary front-line staff until 2022. (9 incremental full time equivalents, for meal preparation, cleaning and additional supervision). These are outlined in Confidential Attachment 1.

Reaching full complement is dependent upon the timing of opening. For 2017, the assumption is that staff will be hired throughout the year reaching full complement by the end of 2017. The fully annualized salary impact will be realized in 2018.

The shelter at 731 Runnymede will be required until at least the George Street Revitalization is complete.

Given that the Runnymede site will be used as a transitional shelter during the George Street Revitalization project, funding to operate this shelter during this period has been included in the 2017 Operating Budget submission for Shelter, Support and Housing Administration and can be funded through SSHA's approved 10-year capital plan as a cost of the project. These transition costs will be considered as part of the 2017 Budget process.

In addition, the facility would require renovation to bring it up to shelter standards. The renovation cost estimates are not known at this time but will be included in the 2017-2026 Capital Budget and Plan consideration during the annual budget process.

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 contributes to the City's Poverty Reduction Strategy.

DECISION HISTORY

At its meeting July 12-15, 2016, City Council amended CD13.1, *Proposal for Emergency Men's Shelter at 731 Runnymede Road* and directed staff to undertake a set of actions related to the establishment of the shelter in the neighbourhood and to report back to the September 20, 2016 meeting of Community Development and Recreation Committee (CDRC) on the proposed shelter program that will meet the needs of an appropriate number of homeless men at 731 Runnymede Road. The report further directed staff to

work with the Councillors for Ward 11 and 13, the local community and other stakeholders to develop the shelter program.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.CD13.1>

At its meeting on March 31, April 1 and 2, 2015, City Council adopted CD2.2 *Infrastructure and Service Improvement Plan for the Emergency Shelter System* which sets out an infrastructure and service improvement plan to guide the transformation of the emergency shelter system and requested staff to identify sites for up to 15 emergency shelters over the next five years.

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

At its meeting of December 16, 17, and 18, 2013 City Council unanimously adopted CD25.10, *2014-2019 Housing Stability Service Planning Framework* (HSSPF). The HSSPF includes strategic directions to maintain a strong emergency shelter system as well as to create housing opportunities for vulnerable residents in Toronto.

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

ISSUE BACKGROUND

In July 2016, City Council directed staff to undertake a set of actions including convening a multi-stakeholder community working group including residents, agencies and the Councillors for Wards 11 and 13 to develop a plan for a shelter program at 731 Runnymede Road that would meet the needs of an appropriate number of people experiencing homelessness and make a positive contribution to the neighbouring community.

Staff were also directed to report to CDRC on September 20, 2016 on the proposed shelter program plan for 731 Runnymede Road.

Need for Emergency Shelter Beds

In March 2015, as part of a four-point plan to address shelter occupancy and initiatives to transform the shelter system, City Council directed the General Manager, SSHA to identify up to 15 new and replacement shelter sites over the next five years. In part, these additional shelters will support the George Street Revitalization (GSR) project and will advance the goal of achieving a 90% shelter occupancy rate, as directed by Council.

Establishing an emergency men's shelter at 731 Runnymede Road will help the City address its infrastructure and services improvement plans while ensuring supports are available to people experiencing housing crisis in Toronto.

COMMENTS

The proposed shelter at 731 Runnymede Road will help address ongoing occupancy pressures to better meet the needs of people experiencing homelessness in Toronto. It is also an opportunity to include community input through a Community Liaison

Committee (CLC) in the shelter program model and enhance access to programs and services in the Rockcliffe-Smythe neighbourhood through other community development initiatives.

The sections below provide details on the establishment of the CLC, the proposed shelter program plan based on CLC input, plans to address community safety and wellbeing, and an update on the lease negotiations for the property.

1. **Community Liaison Committee**

At the conclusion of July's City Council meeting, City staff began the process to create the CLC. Members of the CLC were selected through a public expression of interest process that was aligned with the City of Toronto's Public Appointment protocol.

A "Call for Participation" was posted on the City's website and distributed through various networks and agencies, including the Councillors' offices. Selection criteria included:

- Must live in Ward 11 or Ward 13
- Available to commit to a regular meeting schedule
- Prepared to participate in a Working Group once established
- Demographic and geographic diversity
- Commit to updating neighbours on the work of the CLC
- Diversity of interests regarding the shelter development

Applications were screened according to the selection criteria and a total of 15 residents, nine from Ward 11 and six from Ward 13, were selected to participate on the CLC. Along with local residents, members from other City of Toronto divisions, Toronto Police Services and community agencies providing services in Wards 11 and 13 were invited to join the CLC.

To meet the report back deadline for September's CDRC meeting, the CLC met weekly from August 10, 2016 until September 7, 2016 with a focus on developing a plan for a shelter program and services to support an appropriate number of people experiencing homelessness at 731 Runnymede Road.

As part of the community engagement process, SSHA hired a third party facilitator to work with the CLC to achieve its tasks. LURA Consulting was successful in responding to a request for quotation issued by SSHA and the facilitator joined the CLC by the third meeting.

In order to ensure transparency of the process, a webpage was created to update the public on the work of the CLC. CLC meeting minutes and materials were posted for public information. Minutes were translated into Portuguese as per Council's direction. As well, an email address was established so that members of the public could send their comments and questions to staff

2. Proposed Shelter Program

To help the CLC develop a plan for a shelter program at 731 Runnymede Road that would meet the needs of an appropriate number of people experiencing homelessness, staff provided information that included a list of shelters across the city with capacity levels, summary of shelter client consultation, data on reasons for homelessness, needs assessment of the Rockcliffe-Smythe neighbourhood, a service map for the neighbourhood, and a list of 27 neighbourhood and mobile services that would be available to support shelter clients including housing, health and mental health, addiction, income, employment, recreation, drop-in and library services. Also provided was a list of faith groups in Wards 11 and 13 that offer a variety of programs including Out of the Cold programs, Food Banks and Alcoholic Anonymous and Narcotics Anonymous groups.

Common issues raised by residents at the community information sessions were factored into the CLC discussions. Residents at the public meetings felt the proposed size of 100 beds was too large and would further add stress to a Neighbourhood Improvement Area (NIA). Concern regarding warehousing vulnerable people was also expressed and many residents felt there were not enough services in the area to support a 100 bed men's emergency shelter.

The CLC also reviewed preliminary conceptual drawings of the interior and exterior of the shelter. As part of the review, they considered the size of the facility, the need to include community space, integration of the shelter into the streetscape/neighbourhood, along with services required for shelter clients and adequate space for those services.

Number of Clients to be Served at 731 Runnymede Road

City staff are recommending that City Council approve the location of a new emergency shelter operated by the City at 731 Runnymede Road in Ward 11 at an initial occupancy of 50 beds with the flexibility to add beds in response to extreme weather conditions, and to increase the occupancy rate over time to better support individuals requiring shelter access.

The discussion by the CLC on the number of beds at the shelter ranged from 30 to 100, with an average of 60 beds. While there was no consensus reached, the CLC suggested the shelter open with a lower capacity rate that could build as the appropriate services were made available to support the men in the shelter.

There was consensus by the CLC on increasing the number of beds in response to extreme weather conditions and providing a variety of room sizes with a mix of single, double and quad rooms so there would be flexibility and options for clients.

Shelter Access and Case Management

If approved, 731 Runnymede Road will operate using SSHA's standard Housing First case management practices as outlined in the Toronto Shelter Standards. Each client is assigned to a case/housing worker upon admission into the shelter, who work with the client to conduct an initial assessment and develop a case plan with a focus on securing housing. Based on an individual's circumstances, the case plan often includes elements of finance, health, legal and other factors which impact housing options. Clients meet with their case/housing worker regularly to review and update the case plan.

In the shelter setting, a balance is maintained between services provided in the shelter and services provided in the community which can follow individuals once they are housed to prevent them from re-entering the shelter system. Connecting clients with housing, income supports, identification, health/mental health, addictions and other supports are imbedded into the case management practice that will be in place at the Runnymede Road shelter.

Some members of the CLC suggested that since the Rockcliffe-Smythe neighbourhood includes a large number of newcomers and some of the nearby community agencies provide newcomer services, the shelter could focus on serving newcomers who are experiencing homelessness.

The Runnymede Road shelter will be open to newcomers and as with other shelters across the city, referrals will be accepted from a number of sources, including Central Intake, walk-in/self-referral, other shelters, various community agencies. The shelter will operate 24 hours a day, 7 days a week and clients are expected to come from across the City and be able to access a shelter bed at any time.

The opening of the new shelter at Runnymede Road will add to the number of physically accessible shelters in the City since the site is on one floor and the facility will be renovated according to AODA standards. There is currently a lack of emergency shelter beds in the City that are accessible for people with physical mobility issues, the Runnymede Road shelter provides an opportunity to help address this growing need.

The CLC supported the implementation of SSHA's case management practices and understood the different referral sources to shelter.

Housing Supports

The Runnymede Road shelter will operate from a Housing First case management approach, which is widely accepted internationally as a best practice in working with people who experience homelessness. It focuses on quickly moving people experiencing homelessness into housing and providing additional supports to assist clients achieve housing stability. Consistent with a Housing First model, outreach and follow up supports will be made available to clients once they leave the shelter so as to lessen their possibility of re-entering the shelter system.

The CLC identified housing supports as a priority for the shelter program. There was support for the Housing First model and members suggested that life skills training and other pre-housing supports be included in the shelter program plan.

Mental Health and Addiction Supports

Health care supports, including mental health and addictions services, are an essential part of any shelter program and were identified by the CLC as a key element of the shelter program plan. Typically, shelter programs rely on partnerships with community agencies and experts in these fields to provide such services via in-house clinics.

City staff and the Toronto Central LHIN are hosting an initial meeting with multiple health care providers including Toronto Public Health, Four Villages Community Health Centre, Access Alliance Multicultural Health and Community Services/AccessPoint on Jane, Regeneration Community Services, Reconnect Mental Health Services, West Toronto Support Services, Central Toronto Community Care and Access Centre, Gerstein's Crisis Centre and Runnymede Healthcare Centre to identify and coordinate service delivery to support the mental health, addiction and other healthcare needs of the people using the Runnymede Road shelter.

Income and Employment Supports

Income supports are essential to help clients find and maintain housing and are part of a client's case management program. As a general practice, case management staff review all income supports a client may be entitled to as part of case planning, and assist clients in accessing funds from a range of income support programs.

The Community Economic Reintegration Team, a partnership between SSHA and Toronto Employment and Social Services, will be included in the Runnymede Road shelter model. Social Development, Finance and Administration's (SDF) new Toronto Youth Partnerships and Employment (TYPE) Counsellors will also engage young men up to the age of 29 in their assessment, referral and employment management activities.

Additionally, there are several employment agencies in the area and Jane Alliance Neighbourhood Services has offered to provide pre-employment and employment training programs at the shelter.

SSHA will explore the feasibility of including a community kitchen in the new shelter, which can also be used by community agencies to provide training for food handling and life skills courses.

Recreation Supports

Recreational programming is often developed by on-site shelter staff with input from service users and in partnership with local agencies and community centres. The type of

programming can change based on client preferences and front line staff, who organize the programming.

The CLC discussed a variety of recreational program options including barber services, pet friendly areas, a computer room, quiet room, TV rooms and lounge area, and gym/exercise spaces. The computer and quiet rooms were identified as priorities for the shelter program plan.

Suggestions for additional recreational programming will be developed in consultation with the shelter clients and SSHA will engage with Parks, Forestry and Recreation staff to help connect shelter clients to recreational programming at local community centres.

Shelter and Community Integration

Providing community space at the shelter could help address both the needs the shelter clients and the lack of community space in the neighbourhood. The CLC felt that shared space could be used to help better integrate the shelter into the neighbourhood.

3. Community Safety and Wellbeing

The topic of community safety and wellbeing was discussed at CLC meetings and came up frequently during the initial community information sessions related to the proposed shelter at 731 Runnymede Road.

On September 16, 2016, the first meeting of the Community Safety Committee (CSC) will be held in partnership with Toronto Police Divisions #11 and #12, S DFA's Community Crisis Response Program, SSHA's Streets to Homes Program, Councillors for Wards 11 and 13, and local residents to address issues of safety and security in the neighbourhood with a focus on animating the underpass and railway tracks, conducting a safety audit of Runnymede Park and developing a community response plan during community crises. Preliminary discussions regarding opportunities to activate the underpass have occurred with staff from Transportation Division, Public Realm Unit

All residents of Wards 11 and 13 have been invited to participate on the CSC and an email address has been created so that residents can connect directly with staff on the work of the CSC.

Through the work of the S DFA Community Development Officer for the Rockcliffe-Smythe NIA, a local planning table is already in place to develop an action plan identifying programs and services needed in the community to enhance neighbourhood wellbeing. Rather than creating another planning table, the CLC will leverage the Rockcliffe-Smythe NIA table to include a portion of Ward 13 (Runnymede Road south to Annette Ave and west to Jane St) and develop a Strategy that responds to community needs and reflects community priorities to enhance local assets, safety and community cohesion.

4. Update on the Lease for 731 Runnymede

Since the site was initially identified, Real Estate Services has continued to conduct due diligence on the subject property, the real estate market, and the financial feasibility of the offer presented by the owner of 731 Runnymede (the "Landlord").

Since the June CDRC meeting, a number of key tasks have been completed, although certain key information is still outstanding, for Real Estate Services to finalize any lease negotiation. The key information outstanding is as follows:

- A final building condition assessment report to be delivered by the Landlord;
- A final site survey and a final building floor plan to be delivered by the Landlord, and
- A final appraisal report to be delivered by a third-party appraiser commissioned by Real Estate Services.

Real Estate Services will continue to explore options for shelter sites until the 731 Runnymede road site is secured.

Conclusion

The proposed Runnymede Road emergency men's shelter provides an opportunity to provide innovative solutions and develop collaborative partnerships with residents and local agencies to address the unique service needs of people experiencing homelessness. If approved by City Council, it is anticipated that the new shelter will open in the latter half of 2017. The CLC will continue meeting to provide input on how to best integrate the shelter into the local community to ensure a successful program launch.

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ATTACHMENT

Attachment 1 – Confidential Information